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A REPORT OF THE NATIONAL CONFERENCE ON THE LONG-RANGE FINANCING OF EDUCATIONAL TELEVISION STATIONS (2D, WASHINGTON, D.C., MARCH 5-7, 1967).

BY- WADE, WARREN L. WADE, SERENA E.
NATIONAL ASSN. OF EDUCATIONAL BROADCASTERS

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THE CONFERENCE WAS CALLED TO REVIEW AND REACT TO THE CARNEGIE COMMISSION REPORT, PUBLIC TELEVISION--A PROGRAM FOR ACTION, AND TO MAKE RECOMMENDATIONS FOR FURTHER ACTION. THE PARTICIPANTS ENDORSED THE RECOMMENDATIONS OF THE REPORT AND ADDED SOME AMENDMENTS. AN HISTORICAL PERSPECTIVE ON LEGISLATION AFFECTING EDUCATIONAL TELEVISION IS GIVEN. APPENDICES INCLUDE INDIVIDUAL ADDRESSES GIVEN AT THE CONFERENCE AND A LIST OF PARTICIPANTS. (MS)

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THE LONG-RANGE FINANCING of EDUCATIONAL TELEVISION STATIONS

Second National Conference
March 5-7, 1967
Washington, D. C.

EDUCATIONAL
TELEVISION
STATIONS

a division
of
The National Association
of
Educational Broadcasters
1346 Connecticut Ave., N. W.
Washington, D.C.
20036

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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A REPORT OF THE SECOND NATIONAL CONFERENCE ON THE LONG-RANGE FINANCING OF EDUCATIONAL TELEVISION STATIONS

Compiled and Edited by
Warren L. Wade, Ed. D. and Serena E. Wade, Ph. D.
Wade and Wade Media Consultants

EDUCATIONAL TELEVISION STATIONS
a division of
The National Association of Educational Broadcasters
1346 Connecticut Avenue, N.W.
Washington, D.C. 20036

May, 1967

EM 005 441

—The President of the United States Lyndon B. Johnson

Quotes on ETV

"The progress which has been made . . . can only be considered as a gratifying prelude to that which remains to be done. If we are to project educational television into the full potential of service to education and the national welfare, we must not be content with the status quo. Therefore, I hope that the sources of support which have been so important to the launching of educational television broadcasting will not only continue to assist this development, but will increase their participation. In addition, I hope that you will find new sources of financial support. In this way, educational television stations will realize their collective potential as the instruments of national purpose in the vast program of social action upon which we are embarked. . . . ."

December, 1964: Letter to C. Scott Fletcher, ETS Executive Consultant

"I am happy to learn of the plan for a Commission financed by the Carnegie Corporation to study the role of noncommercial educational television in our society. . . . From our beginnings as a nation we have recognized that our security depends upon the enlightenment of our people; that our freedom depends on the communication of many ideas through many channels. I believe that educational television has an important future in the United States and throughout the world. . . . I look forward with great interest to the judgments which this Commission will offer. . . ."

November, 1965: Letter to Dr. James R. Killian, Jr., Chairman, Carnegie Commission on Educational Television

"Thank you for your letter advising me of the appointment of the Carnegie Commission on Educational Television. The Carnegie Corporation is to be commended for sponsoring this valuable study. . . ."

November, 1965: Letter to Alan Pifer, Acting President, The Carnegie Corporation of New York

"Now that the Carnegie Corporation has established the Carnegie Commission on Educational Television, I would like to express a personal word of appreciation to you for your efforts on its behalf.

"I know that you are as hopeful as I am that this Commission will give educational television the serious study that it deserves."

December, 1965: Letter to Ralph Lowell, Trustee, Lowell Institute Cooperative Broadcasting Council

"We should develop educational television into a vital public resource to enrich our homes, educate our families and to provide assistance in our classrooms. We should insist that the public interest be fully served through the public's airwaves.

"I will propose these measures to the 90th Congress."

January, 1967: From the State of the Union Message

"Please convey my best wishes to the Second National Conference on Educational Television. With your help we are going to make this an historic year for public television in America."

March, 1967: Telegram to C. Scott Fletcher

— The Vice President of the United States Hubert H. Humphrey

Quotes on ETV

". . . educational television — ETV — has come into its own. About 100 years ago, I believe, the Morrill Act was passed that established our Land Grant Colleges and the Land Grant Colleges are, of course, the basic structure of higher education in the United States. . . . I happen to believe that if the Congress of the United States will do what I expect it will do in the year 1967 — namely to pass the Public Television Act of 1967 as sponsored by Senator Magnuson and as requested by the President of the United States — that this will be a land mark in the field of education just as the Morrill Land Grant Act was for higher education.

". . . it is my view that if the United States is to be the leader that it should be and must be amongst peoples and nations . . . that your work and the facilities that you command and the educational television network and individual stations that you represent, will be basic to carrying out that leadership responsibility.

". . . you have the most powerful government and the richest nation on the face of the earth as your partner on your side trying to work with you and to help you develop these great facilities of education and information for which you have responsibility.

"Your country has already gone on record, your government has gone on record, that you are a part of the great educational-informational-cultural structure of this land. . . . Your government, the Congress of the United States is going to act favorably upon the proposal that's before that Congress. Senator Pastore, I think, told you that, and others have told you that it will be done."

March 6, 1967 to Conferees

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—The Honorable John W. Gardner, Secretary, Department of Health, Education and Welfare

". . . I am confident that educational broadcasting will provide new enrichment for the life of our nation. My good wishes on the success of your Conference."

—United States Senator Warren G. Magnuson, Chairman Senate Commerce Committee

"Increasing support for educational broadcasting carries with it increased responsibility for meeting the needs of the American public for information on public issues and educational materials for all levels.

"The President's recommendations for increased support for facilities, for a public corporation, and for a study of instructional television's potential will require your support and will need your implementation. Your prompt response to all of the proposals that have recently suggested ways of supporting educational broadcasting give me confidence that we can rely on your leadership to multiply many times the federal support that has been recommended."

—United States Senator John O. Pastore, Chairman of the Sub-Committee Communications, Senate Commerce Committee

". . . We need to develop a nationwide educational television system in this country that is of the best quality. And, it can be done. . . . the time has now arrived when we stop talking and we begin doing. A bill has been introduced in the Congress — it may not be the final form, but indeed it is the genesis of whatever needs to be done. And, I repeat again whatever needs to be done needs to be done now. . . .

"I hope that this meeting will be a very fruitful one. I hope it will be a very inspirational one. And, speaking for myself, and I think that I do reflect the sentiments of the Congress when I say that something substantial will be done for educational television in the 90th Congress."

FOREWORD

The President of the United States, Lyndon B. Johnson, made a decision of the greatest possible import when he decided to accept the recommendation from the First National Conference on the Long-Range Financing of Educational Television Stations. That recommendation was for a study to be made of the financial needs of educational television and how they might be met. A commission was endorsed to carry out this task, and the Carnegie Commission on Educational TV was established. The President's action will have lasting benefits for the American public.

When the Carnegie Foundation of New York agreed to finance the study of educational television, it made one of the most significant steps ever taken to ensure the development of a sound, nationwide television system to meet the needs of the American public.

After the Carnegie Commission on Educational Television had completed its study, it seemed essential that its findings and recommendations be reviewed and studied by the group which had identified its task at the outset. Consequently, the Second National Conference on the Long-Range Financing of Educational Television Stations was called. The specific purposes for this second Conference were (1) to enable responsible representatives of every educational television station in the United States to examine and respond to the findings of the Carnegie Commission Report and (2) to make recommendations for a program of immediate action.

The Senate bill (S. 1160), introduced by Senator Warren G. Magnuson (D., Wash.) on March 2, was not on the printed Conference agenda because of the time element. Contents of the bill, however, were carefully considered. Hearings before the Senate Subcommittee on Communications, under the chairmanship of Senator John O. Pastore (D., R.I.) began April 11, and concluded April 28.

Testifying on behalf of NAEB and the division were: Edwin G. Burrows, NAEB Board Chairman; E. William Henry, NAEB Public Director; Jack G. McBride, ETS Board Chairman; Newton Minow, Board member, Chicago ETV Association and NET; Devereux Josephs, Board Chairman, WNDT, New York; C. Scott Fletcher, ETS Executive Consultant and NAEB Public Director; George Bair, Board Chairman, Instructional Division; John Letson, Superintendent of Atlanta, Georgia, Public Schools; Lester Greenhill, Pennsylvania State University; Jerrold Sandler, National Educational Radio Executive Director; Leslie Paffrath, Executive Director, Johnson Foundation; Frank M. Woolsey, Albany, New York, Medical Foundation Radio Project; Willard Shadel, University of Washington, and Fred Harrington, NAEB Public Director.

On May 17, the Senate passed S. 1160 with only one amendment which was made on the floor by Senator Vance Hartke (D., Ind.). He proposed "that three of the 15 members (of the Board of the Corporation for Public Broadcasting) shall be associated with noncommercial educational radio and television stations."

The House Interstate and Foreign Commerce Committee is expected to begin hearings on the bill soon. It is hoped it will be passed by the House of Representatives shortly after the hearings have ended.

Thereafter, all of us associated with educational broadcasting can anticipate two years of hard work so ETV can benefit from the larger dollar budgets established by the Carnegie Commission Report.

One of the outstanding features of the March, 1967 Conference was the roster of honored guests who participated. Excerpts of statements from many of them will be found throughout this report.

The purpose of this account is to bring the deliberations and recommendations of the Second National Conference on the Long-Range Financing of Educational Television Stations to the attention of those directly responsible for, and those concerned about, the development of a first class, nationwide system of educational television. Included in this group are ETV station board members, station managers, community leaders, government officials, and other prominent citizens. These individuals must move in unison and with immediacy to carry out the mandates of this Conference: the implementation of the Carnegie Commission recommendations, and the establishment of a commission to study instructional television.

I wish to thank all who assisted in managing the Conference and planning this report. Included on the ETS division staff were Chalmers H. Marquis, Jr., Executive Director; H. Holt Riddleberger, Associate Director; Sally Ball Ehart, Assistant to the Executive Director; and Charlotte Wolin, Barbara Bannon, Charlotte De Leon, and Irene Holbrook, Secretaries. In addition, there was a special conference staff composed of Mary Lynn Moody, NAEB Convention Coordinator; Patricia Kielty Moran, NAEB Publications Editor; and Mary Helen Richardson, Secretary.

Several individuals not on the staff are to be commended for their contributions to the Conference and report: Alan Pifer, Acting President, Carnegie Corporation of New York; Joseph D. Hughes, Administrative Trustee, Richard King Mellon Foundation; Dr. Paul A. Miller, Assistant Secretary for Education, Department of Health, Education and Welfare; Dr. R. Louis Bright, Associate Commissioner, Bureau of Research, U. S. Office of Education. Dr. Frederick Breitenfeld, Jr., Executive Director, Maryland Educational-Cultural Television Commission, for his organization of reportorial functions; Dr. Abraham Katz, IBM Corporation, for his pre-Conference papers on interconnection, and the chart on the Carnegie Commission Report; Edwin Cohen, Executive Director, National Center for School and College Television; Dr. Wilbur Schramm, Director, Stanford Institute for Communications Research; Lewis Rhodes, Director, National Project for the Improvement of Televised Instruction, NAEB, and Dr. Harold Wigren, ETV Consultant, National Education Association, for their pre-Conference papers on instructional television.

Finally, I wish to commend two people who helped prepare and assemble this report: Dr. Warren L. Wade, Station Manager, KTEH-TV, Santa Clara County, Office of Education, San Jose, California; and Dr. Serena E. Wade, Research Associate, Stanford Institute for Communications Research, Stanford University, Stanford, California.

The goal that seemed so remote during the 1964 Conference is now within reach. But it has not yet been reached. The machinery for the establishment and maintenance of a second full-fledged television system throughout the United States has been set in motion as a result of actions taken by station representatives. It will require vigorous and continuing efforts on their part to maintain this forward momentum.

C. SCOTT FLETCHER
Conference Chairman, ETS Executive Consultant and
Public Director, NAEB.

May, 1967

EDITOR'S PREFACE

Noncommercial television in the United States is at the turning point in its brief history. Heretofore a potential-laden but important promise, it is about to become a dynamic reality. All citizens in these United States at last are to have available to them an alternative broadcast service of first magnitude. Four events since 1964 have conspired to make this possible; the First National Conference on the Long-Range Financing of Educational Television Stations with its recommendation for a commission to study ETV finances, the establishment of the Carnegie Commission on Educational Television and the completion of its study and report, the convening of the Second National Conference on the Long-Range Financing of Educational Television Stations to review the recommendations of the Carnegie Commission and define directions for future action, and the introduction of a legislative proposal before Congress to implement the major findings of the Carnegie Commission's report and certain complementary studies.

This document reports the proceedings of the Second National Conference on the Long-Range Financing of Educational Television Stations, its reactions to the Carnegie Commission report, and its recommendations for further action.

A number of reactions to and recommendations concerning the Carnegie Commission report were registered by the conferees. The two of signal importance were that (1) the recommendations of the Carnegie Commission, in general, should be put into a program of action immediately, and (2) a second commission should be established immediately to study the needs of instructional television and recommend a plan of action for meeting those needs. This commission to study instructional television should be equal to the Carnegie Commission which studied public television in every way — the stature of commissioners, the amount of financial underwriting, and Presidential endorsement.

C. Scott Fletcher, Conference Chairman and Executive Consultant to ETS division, reviewed the record of achievements of the 1964 Conference mandates at the opening Conference session. (Details in Chapter II). During this same briefing, he outlined the objectives and structure of the 1967 Conference. A diagram, "The Carnegie Commission Plan," provided the necessary frame of reference. (See Appendix O).

The Conference proper might best be characterized as an educational experience for station board members and managers designed to help them gain an understanding of the Carnegie Commission study and to assist them in formalizing their statements and expressions concerning it.

The basic structure for the Conference was provided by the 12 recommendations of the Carnegie Commission report. This structure was implemented through a combination of keynote speakers and conferee study-discussion groups. The outcome was a review of the report and a development of new mandates.

The editors wish to note that the Conference and report were made possible through the assistance of many individuals and organizations. Not the least among the contributors were the conferees themselves. Their reactions, discussions, and recommendations were the heart of the Conference and this report. We join them in hoping that these proceedings find their way into action with immediacy. The goal that we all strive to gain, the establishment of a first class public television service, is near at hand.

DR. WARREN L. WADE
DR. SERENA E. WADE

May, 1967

— The Honorable Rosel Hyde, Chairman, Federal Communications Commission

". . . I am sure that your deliberations will be fruitful and your recommendations will be most helpful to the great cause that we are all engaged in.

"I am confident Congress will respond to the President's call. You may be sure that we regard this historic program as well deserving the backing and support of all Americans."

CHAPTER I

SUMMARY OF CONFERENCE RECOMMENDATIONS

— The Honorable Leonard Marks, Director, United States Information Agency

"In my judgment, the opportunities facing us, the opportunities presented to the academic world today are greater because of the development of educational television. . . ."

I. SUMMARY OF CONFERENCE RECOMMENDATIONS

The Second National Conference on the Long-Range Financing of Educational Television Stations was called by the Educational Television Stations Division of the National Association of Educational Broadcasters March 5 - 7, Statler Hilton Hotel, Washington, D. C., for two specific purposes: to review and react to the Carnegie Commission report, *Public Television: A Program for Action* (the Commission *and* the report were direct outgrowths of this Conference's 1964 predecessor), and to make recommendations for further action.

To accomplish these tasks, the 350 participants were divided into eleven discussion groups. Their Agenda was composed of the twelve major recommendations of the Carnegie Commission report; and their frame of reference was the "Diagram of the Carnegie Commission Plan". (See Appendix O for the diagram). The summary of their deliberations follows. Detailed presentation of the Agenda and selected elaborating or dissenting discussion group comments may be found in the Agenda order in Chapter III of this report.

The recommendations (1 through 12) which follow are those of the Carnegie Commission report and are direct quotes thereof; the statement of consensus which follows each recommendation is the outgrowth of conferee discussion of that recommendation.

Before proceeding with specific information concerning each Carnegie Commission recommendation (with its attendant statements of conferee consensus), it is appropriate and necessary to state that the conferees expressed their thanks to the Carnegie Corporation of New York and to the members of the Carnegie Commission. They enthusiastically endorsed the Carnegie Commission Report and added some amendments.

1. *We recommend concerted efforts at the federal, state, and local levels to improve the facilities and to provide for the adequate support of the individual educational television stations and to increase their number.*

General Consensus: The heart of educational television broadcasting is the individual station licensee. Strengthening of local stations should include *operations* and should occur as a result of local needs. Every effort must be made to increase the number of educational television stations serving the nation. The nurturing of local support by individual licensees will be more important than ever when the Carnegie Commission recommendations are implemented.

(For background, see Appendices B,C,D,E.)

2. *We recommend that Congress act promptly to authorize and to establish a federally chartered, nonprofit, nongovernmental corporation, to be known as the "Corporation for Public Television". The Corporation should be empowered to receive and disburse governmental and private funds in order to extend and improve Public Television programming. The Commission considers the creation of the Corporation fundamental to its proposal and would be most reluctant to recommend other parts of its plan unless the corporate entity is brought into being.*

General Consensus: The concept and principle of the Corporation are endorsed. Insulation of the Corporation is vital. Realizing that differing methods exist in different proposals for the appointment of the Corporation's Board of Directors, the conferees feel that three factors will assure the necessary insulation — the wisdom of the administration, the collective responsibility of local broadcasters, and a faith in the American people.

There is strong agreement with the Carnegie recommendation that the Corporation be a non-operational entity.

(For background, see Appendices B,C,D.)

3. *We recommend that the Corporation support at least two national production centers, and that it be free to contract with independent producers to prepare Public Television programs for educational television stations.*

General Consensus: Sources of national programming are essential and they should have substantial financial support. The need for strengthening a national programming service or services is endorsed; however, steps must be taken to ensure the flowering of *regional* and *local* programming dictate *national* programming which, in turn, would dictate national program needs.

(For background, see Appendices D,E.)

4. *We recommend that the Corporation support, by appropriate grants, the production of Public Television programs by local stations for more-than-local use.*

General Consensus: Let the *number and location* of stations receiving grants for more-than-local programming develop by evolution rather than by design.

(For background, see Appendices E,F.)

5. *We recommend that the Corporation on appropriate occasions help support local programming by local stations.*

General Consensus: General support for local programming, possibly as a regular source of programming funds, is emphasized as a priority need.

(For background, see Appendices E,F,G.)

6. *We recommend that the Corporation provide the educational television system as expeditiously as possible with facilities for live interconnection by conventional means, and that it be enabled to benefit from advances in technology as domestic communications satellites are brought into being. The Commission further recommends that Congress act to permit the granting of preferential rates for educational television for the use of interconnection facilities, or to permit their free use, to the extent that this may not be possible under existing law.*

General Consensus: Conventional means for ground interconnection must be encouraged immediately for *both* networking and distribution for *all stations*.

There is unanimous support for free or preferential rates for noncommercial broadcasting stations.

(For background, see Appendices L,M.)

7. *We recommend that the Corporation encourage and support research and development leading to the improvement of programming and program production.*

General Consensus: Corporation support of experimental programming and production is strongly advocated.

8. *We recommend that the Corporation support technical experimentation designed to improve the present television technology.*

General Consensus: Corporation support for technical research and development, especially related to educational broadcasting, is endorsed.

9. *We recommend that the Corporation undertake to provide means by which technical, artistic, and specialized personnel may be recruited and trained.*

General Consensus: The recommendation concerning training and recruitment of personnel is emphatically endorsed; management training for future leaders in educational broadcasting is essential; education as well as training is stressed, as is the use of all existing resources for personnel development.

10. *We recommend that Congress provide the federal funds required by the Corporation through a manufacturers excise tax on television sets (beginning at 2 percent and rising to a ceiling of 5 percent). The revenues should be made available to the Corporation through a trust fund.*

General Consensus: Public Television funds should be insulated, independent and, as far as possible, diversified; actual procedures employed for funding are not important and best left to the wisdom of the Executive Branch and Congress.

(For background, see Appendices B,C,D,E.)

11. *We recommend new legislation to enable the Department of Health, Education, and Welfare to provide adequate facilities for stations now in existence, to assist in increasing the number of stations to achieve nationwide coverage, to help support the basic operations of all stations, and to enlarge the support of instructional television programming.*

General Consensus: New legislation for ETV station support is encouraged, with emphasis on possible liberalization of various conditions heretofore enforced for equipment and microwave links; funds are needed for total systems, and it is felt that equitable formulas for *all* stations must be developed.

12. *We recommend that federal, state, local, and private educational agencies sponsor extensive and innovate studies intended to develop better insights into the use of television in formal and informal education.*

General Consensus: Work is needed in enlightening educational administrations at all levels regarding television in formal education.

As systems develop and operate, efforts must be made to weld ETV and ITV commitments at local levels in the interest of effectiveness and economy.

A study comparable to the scope and power of the Carnegie Commission is needed immediately.

(For background, see Appendices H,I,J,K.)

—The Honorable Douglass Cater, Assistant to The President

". . . I would suggest that if we are successful with the Public Television Corporation in making an institution which can be insulated from federal government and yet can get the kind of support from federal government that is necessary for the future of educational television, that we will have done a great thing. . . ."

CHAPTER II
HISTORICAL PERSPECTIVE

— The Honorable Newton N. Minow, Former FCC Chairman Board Member, Chicago ETV Association, and NET

"I treasure in my office now one of the pens that President Kennedy gave me that he used to sign the first Educational Television Facilities Act in 1962. I know, very well, that at the time having talked to then Vice President Johnson of his deep interest in that legislation and his help in getting that bill through. And, we are fortunate that President Johnson is there now to carry on the great progress toward building a truly first-rate, forceful effective public television system for this country. . . ."

II. HISTORICAL PERSPECTIVE

The purpose of this chapter is to provide the interested reader with an historical perspective from which he can view and interpret the significance of the educational television milestone event, the Second National Conference on the Long-Range Financing of Educational Television Stations.

General Background

The Federal Communications Commission reserved 242 channel assignments in 1952 for noncommercial educational purposes. (A new allocation table provided 632 reserved channels in 1965). That there are any channels reserved for noncommercial television is due to the efforts of a few dedicated educators, the FCC as a whole and particularly the then Chairman Paul A. Walker and the late Commissioner Frieda B. Hennock.

The first ETV station went on the air in 1953 — KUHT, University of Houston, Texas. This lone star had grown to a small constellation of 129 operating noncommercial television stations as of March 1, 1967. At the same time 49 ETV stations were under construction.

In 1966, approximately 14 million people in some 6 million homes were "regular" ETV viewers; the in-school audience for instructional TV totaled 6.3 million.

In spite of these impressive facts and figures, it is proper to suggest that noncommercial television has not reached even a small percentage of its potential. One of the major inhibiting factors of ETV growth and development has been finances.

Organizations and Acts of Consequence to ETV

The Ford Foundation has been most active in educational TV since 1951 when the Fund for Adult Education was created by the Ford Foundation as an independent organization. The Fund encouraged universities, public schools and non-profit, tax exempt community organizations to apply for licenses, build and equip stations, and secure high caliber staffs. The Fund provided 50/50 matching money for the establishment of 30 ETV stations. During that same period it provided all of the funds for the National Citizens Committee for Educational Television which helped communities raise local money to match Fund contributions. The Fund also was responsible for the financing of workshops and manpower training through the NAEB, the total financial support of the Joint Council on Educational Television, and for the establishment and financing of the Educational Television and Radio Center in Ann Arbor, Michigan, now known as NET and located in New York City.

In 1951 the Ford Foundation also formed the Fund for the Advancement of Education. One of its activities, starting in the middle fifties, was the support of experiments at the school and college level. This involved the use of television in formal instruction, particularly where the attempt was to multiply the effectiveness of able teachers.

The federal government has played a significant role in the early history of ETV. Since 1958, the United States Office of Education through the National Defense Education Act, Title VII, and other sources, has invested more than $10,000,000 in research related to the use of television in education. Of equal importance to station operations has been the Title VII establishment and support of three experimental regional television program exchange libraries: the National Instructional Television Library, New York; The Great Plains Regional Instructional Television Library, Lincoln, Nebraska; and the Eastern Educational Network, Boston.

NDEA, Title III-A has been helpful to educational television stations in providing public schools with reception systems. School use of televised instructional programming is significant, since approximately 57% of a typical station's revenue comes from public school sources.

The ETV Facilities Act of 1962 (PL 87-447) was a major benchmark in the growth of ETV stations. The number of stations on the air then was 80. Currently there are 129. Much of the energy for this growth and improvement of existing facilities came from the $32,000,000 (which had to be matched by state or local funds) made available through this Act.

The Educational Television Stations (ETS) division of the National Association of Educational Broadcasters has exercised forceful leadership in the development of a nationwide organization of non-commercial television stations. The ETS Division was formally established in January, 1964. Its specific charges were to: (1) encourage the development of new ETV stations; (2) establish and manage an ETV program library service, now known as the ETS Program Service; (3) represent ETV stations before government and private agencies; (4) compile data concerning national ETV development; (5) facilitate personnel training and placement; (6) develop regional and national conferences.

ETS is governed by a station-elected Board of Directors (all of whom are station managers and also members of the full NAEB Board).

1964 BOARD OF DIRECTORS

Robert F. Schenkkan — KLRN, Austin - San Antonio, Texas — Chairman
Gerard L. Appy — WGTV, Athens, Georgia (replaced by
Hartford N. Gunn, Jr. — WGBH-TV, Boston)
Keith M. Engar — KUED, Salt Lake City, Utah
Richard B. Hull — WOSU-TV, Columbus, Ohio
John C. Schwarzwalder — KTCA-TV, Minneapolis-St. Paul
Donald V. Taverner — WQED, Pittsburgh

1967 BOARD OF DIRECTORS

Jack G. McBride — KUON-TV, Lincoln, Nebraska — Chairman
Hartford N. Gunn, Jr., WGBH-TV, Boston
James Robertson — WHA-TV, Madison, Wisconsin
Robert F. Schenkkan — KLRN, Austin - SanAntonio, Texas
Loren B. Stone — KCTS-TV, Seattle, Washington
Donald V. Taverner — WQED - WQEX, Pittsburgh

The first action of the 1964 Board was to invite C. Scott Fletcher, past President of the Fund for Adult Education, to become President of ETS. Mr. Fletcher became Acting President (personal business practice precluded full time commitment). He invited Gerard L. Appy to become Vice President on a part time basis for 6 months starting May, 1965. It was decided that Mr. Fletcher would continue as Executive Consultant to ETS and move to Washington, D.C., for at least two years. In November, 1964, Chalmers H. Marquis, Jr., (WTTW, Chicago) agreed to become Executive Director of ETS effective January 1, 1965. Later in 1965, Mr. Fletcher was elected a Public Director and a Consultant to NAEB.

Scott Fletcher's immediate and top priority concern upon assumption of duties in March, 1964, was the development of a sound financial basis for the establishment and operation of a system of educational TV stations to provide the nation with a quality alternative service. This concern took the form of immediate action - First National Conference on the Long-Range Financing of Educational Television Stations. The import and outcomes of this Conference will be detailed in the next section.

The First and Second National Conference on the Long-Range Financing of Educational Television Stations

The First National Conference on the Long-Range Financing of Educational Television Stations took place in Washington, D. C., on December 7-8, 1964. For the first time in history an opportunity was provided for representatives, in particular governing board members, from every ETV station then in existence to meet and make a combined frontal attack on the problems of immediate and future financing.

Some of the key mandates which came out of the 1964 Conference and the record of action which has been taken to achieve them were reported to the March 1967 Conference by Scott Fletcher. They are as follows:

MANDATE #1. Much greater support must be found for national programming services, such as NET, and new agencies should be developed as appropriate and required.

ACTION. Today, (1967) NET's income is three times greater than it was in 1963.

MANDATE #2. There must be developed a soundly financed National Instructional Television Library and a National General Exchange Library.

ACTION. There are now two national instructional television libraries and one new national general exchange library. The National Center for School and College Television, Bloomington, Indiana, was established in 1965 and operated with the assistance of USOE, Title VII. The Great Plains Instructional Television Library, Lincoln, Nebraska, was established as a regional library in 1961-62 with a grant from USOE Title VII. In 1966-67 it became totally self-supporting. The Northeastern Regional Instructional Television Library Project of the Eastern Educational Network, Cambridge, Massachusetts, was established in 1961-62 with a grant from USOE Title VII. Finally, the ETS Program Service was established in Bloomington, Indiana, in 1965 with a grant of $80,000 from the National Home Library Foundation, and $344,340 for a 6 year period from the W. K. Kellogg Foundation.

MANDATE #3. Partial support in the development of community service programs should be sought from federal government sources.

ACTION. Since 1964, a variety of federal sources have contributed to community service program development. The Office of Civil Defense, U. S. Public Health, Vocational Rehabilitation Administration, and an array of programs administered by the U. S. Office of Education, and many others.

MANDATE #4. There should be developed a centralized fund raising organization at the national level to secure support for ETV.

ACTION. The Carnegie Commission Report recommends that a Corporation for Public Television be formed to collect and disburse on a national level, funds for ETV. Legislation was introducted to Congress by Senator Warren G. Magnuson in February, 1967, which proposes to make this Carnegie recommendation fact. The International Radio and Television Society, with John P. Cunningham (Chairman, Executive Committee, Cunningham and Walsh, New York advertising agency) as ETV Committee Chairman developed as a public service an "ETV Advertising Campaign" which educational television stations could adapt and use for local fund raising drives. The Ford Foundation made available over $10 million to community owned stations on a matching basis to stimulate local fund raising efforts at a nationally coordinated level.

MANDATE #5. Interconnection is vital to educational television stations, and should be implemented first regionally and then nationally and should receive federal and state financial support.

ACTION. In 1967 there are 13 intrastate interconnecting networks and one regional interconnection. And, both the Carnegie Commission report and recent proposed federal legislation recommend the establishment and support of a nationwide interconnection via the Corporation for Public Television. In 1966, the Ford Foundation proposed a new satellite system offering free service as well as new funds to ETV. It is being considered by the FCC and the Congress.

MANDATE #6. Endorsement of educational television stations by a large number of national organizations is important and should be actively sought.

ACTION. A campaign is now under way to accomplish this objective. Several national organizations have already endorsed the Carnegie Commission Report. Dr. Frank Stanton, Columbia Broadcasting System has pledged $1 million to the Corporation for Public Television, and the United Automobile Workers of America have pledged another $25,000, and there are several others.

MANDATE #7. A Citizens Advisory Committee on ETV should be established.

ACTION. Work already has been started on the formation of this group.

MANDATE #8. Immediate attention should be given to the appointment of a Presidential Commission to make recommendations for educational television development, after intensive study of a year or more duration.

ACTION. The major recommendation which emerged from that Conference, and the one which carried in it the greatest potential for the future of educational television in the United States, was the last one; that a Presidential or National Commission with Presidential approval should be formed to make recommendations for the advancement of educational television after a year or more of intensive study. Its charge would be to define the ways and means by which educational television could become a permanent and vital institution in our society as already reported. This specific idea was not formally on the agenda which called for a White House Conference; rather, it was introduced in a statement to the conferees by Mr. Ralph Lowell of Boston. It was however, so pertinent that in the light of history it completely overshadowed the remaining deliberations of the Conference.

This, the prime outcome of the Conference, was so direct and urgent that C. Scott Fletcher invited Ralph Lowell to form with him an ETS committee whose main purpose would be to develop a proposal for and interest the President in the establishment of a Presidential or National Commission to make a comprehensive study of ETV. This ETS Committee on a Presidential Commission was composed of outstanding citizens, educators, and broadcasters. Included were:

MR. RALPH LOWELL, Chairman
Chairman of the Board, Boston Safe Deposit and Trust Company
Charter Board Member, later Chairman, and presently Chairman Emeritus, NET, New York
Trustee, Lowell Institute Cooperative Broadcasting Council
Station WGBH, Boston, Massachusetts

DR. OMER C. ADERHOLD, President, University of Georgia
Station WGTV, Athens, Georgia

DR. EVERETT CASE
President, Alfred P. Sloan Foundation
Charter Board Member and present Chairman of the Board
National Education TV and Radio Center, New York

DR. LEE A. DuBRIDGE
President, California Institute of Technology
Chairman of the Board, Station KCET, Los Angeles

HONORABLE MARION B. FOLSOM
Director, Eastman Kodak Company, Rochester, New York
Former Secretary, U. S. Department of Health, Education & Welfare
Former Co-chairman, National Citizens Committee for ETV
Former Director, Fund for Adult Education

MR. LELAND HAZARD
Director, Pittsburgh Plate Glass Company
Former Board Member of the National TV and Radio Center, the National Citizens Committee for ETV, and the Citizens Advisory Committee, Title VII, National Defense Education Act
Former Chairman of the Board, now Honorary Chairman of Station WQED, Pittsburgh, Pennsylvania

MR. E. GARY MORRISON
Former President, Western Pipelines, Inc.
Chairman of the Board, Station KLRN, Austin - San Antonio, Texas

DR. KENNETH E. OBERHOLTZER
Superintendent, Denver Public Schools
Charter and present Board Member, National ETV and Radio Center
Member of the Board, Station KRMA, Denver, Colorado

MRS. JANE ROBERTS
Chairman, Dade County Board of Public Instruction
Member of the Board, Station WTHS-WSEC, Miami, Fla.

MR. EDWARD L. RYERSON
Director, Inland Steel Corporation
President, Chicago ETV Association
Former member of National Citizens Committee for ETV
Chairman of the Board, Station WTTW, Chicago, Illinois

This Committee, at Mr. Lowell's invitation, met in Boston on March 12, 1965, to discuss and draft the proposal for submission to the President. Also present at this meeting were C. Scott Fletcher, Hartford Gunn, and David Ives (Assistant General Manager, WGBH, Boston). A three page document was developed and submitted to the White House in June, 1965.

The Carnegie Commission on Educational Television, endorsed by the President of the United States and supported by the Carnegie Foundation of New York, was announced in November, 1965.

The Commission was composed of 15 outstanding citizens. Their names follow:

JAMES B. CONANT
Former President
Harvard University

LEE A. DuBRIDGE, President
California Institute of Technology

RALPH ELLISON
Author

J. C. KELLAM, President
Texas Broadcasting Corp.

EDWIN H. LAND, President
Polaroid Corporation

JOSEPH H. McCONNELL, President
Reynolds Metals Company

FRANKLIN PATTERSON, President
Hampshire College

JOHN S. HAYES
U.S. Ambassador to Switzerland

DAVID D. HENRY, President
University of Illinois

OVETA CULP HOBBY
Chairman of the Board
Houston Post Company

TERRY SANFORD
Former Governor of North Carolina

ROBERT SAUDEK
Robert Saudek Associates, Inc.

RUDOLPH SERKIN
Concert Pianist

LEONARD WOODCOCK
Vice President
United Automobile Workers of America

JAMES R. KILLIAN, JR, Chairman
Chairman of the Corporation
Massachussets Institute of Technology

During the next 14 months the ETS and NAEB Board of Directors and Staff worked closely with the Commission and staff as invited.

The report of the Commission, *Public Television: A Program for Action*, was released on January 26, 1967. With the work of the Commission complete, C. Scott Fletcher, on behalf of ETS, issued the call for the Second National Conference on the Long-Range Financing of Educational Television Stations. The purposes of this Conference were to review the progress which had been made with respect to each mandate resulting from the previous finance conference, discuss other national ETV systems proposals which had been recently introduced, but primarily to study and discuss the recommendations of the Commission. The proceedings of the Second National Conference on the Long-Range Financing of Educational Television Stations may be found in the next chapter of this report.

ETS COMMITTEE ON A PRESIDENTIAL COMMISSION

QUOTES FROM MEMBERS

— Ralph Lowell

". . . There is stern language in the Carnegie Report, but it is only language. It is still only an outline of a possible future for our sort of television and that future is not here yet. The Carnegie Commission has done its work well, now the initiative has been tossed back to us. If we do not seize the opportunity and make the best of it history will find us wanting. If we do forge ahead now, if we do make sure that public television gets the resources, the imagination, and energies it requires, then I believe that Americans will look back on 1967 as a year of crucial decision for the Nation. . . ."

— Dr. O. C. Aderhold

". . . I wish to commend Dr. James R. Killian, Chairman of the Carnegie Commission on Educational Television, and the illustrious panel of outstanding Americans who served as members of the Commission for their outstanding report.

"Their report has already created a broad base for public dialogue concerning the future of 'Public Television,' and in fact all of television. . . . Their emphasis on *diversity, excellence,* and *freedom* will serve as new 'trademarks for Public Television'. . . ."

— Dr. Everett Case

". . . I rise this morning . . . as an enthusiastic advocate of the Carnegie Commission Report. Because of it, all of us can feel today a sense of vindication, a conviction that our pioneering efforts to make something of this magical device for reaching all kinds of people where they live have not been in vain. Because of this report, we have for the first time, and Congress willing, virtually within our grasp, the kind of opportunity for demonstrating the real power of this instrument wisely and imaginatively. . . . Above all, this report presents new vistas of opportunity for the American people. Thus, we have indeed an obligation to the Carnegie Corporation, the Carnegie Commission, the Congress, and our own constituents as well, to suggest whatever our experience dictates to promise to strengthen the report in general and the stature, independence, and effectiveness of the Corporation for Public Television in particular. . . ."

— Dr. Lee A. DuBridge

"The astonishing impact of the report of the Carnegie Commission on Educational Television and its widespread endorsement foretells a bright future for 'Public Television,' the new name for informational and cultural TV beamed to the American homes. President Johnson has strongly endorsed the Carnegie Report and has recommended that the Congress take at once the first steps to implement it. . . . A Commission established and financed by the Carnegie Corporation . . . set forth the tremendous potential values to the American people of extending and improving the type of television service which only noncommercial stations can provide."

— Marion B. Folsom

"Based upon my long contact with problems connected with expansion of educational television, I am convinced that the experience to date clearly demonstrates that if it is to serve the American people effectively it must receive adequate private and public funds along the lines recommended in the report of the Carnegie Commission on Educational Television."

— Leland Hazard

"The report of the Carnegie Commission and the impending legislation climax the first great phase of the ETV movement launched now almost twenty years ago. I have the warmest memory of those who led the movement and the firmest determination to do my part in seeing ETV through to the realization of its great potentials in American life."

— E. G. Morrison

"As a member of the Lowell Committee it is a source of deep gratification to me to read the far-sighted Carnegie Commission proposals and the eloquent statement of President Johnson in his Message requesting enactment of the Public TV Act of 1967. . . ."

— Kenneth E. Oberholtzer

"Educational television has made great strides since its beginning only a few short years ago. Now we are seeing heightened interest and support following the Carnegie Commission Report on Public Television. It is an excellent report providing a worthy basis of continuing study and support. I am happy to note and applaud the rapid favorable response in the Congress and of the administration."

— Mrs. Jane Roberts

". . . I am delighted with the Carnegie Commission recommendations regarding instructional television. Because of the experiences and achievements of the Dade County Schools in the use of ITV, I consider the implementation of the Commission's recommendations vital to the future of educational television."

— Edward L. Ryerson

". . . I have reviewed the Carnegie Report with great interest and I hope that it may be possible for many of the recommendations to be carried out. . . . I feel very strongly that the community stations must continue to maintain their own autonomy and develop a more active interest from members of the community in order to maintain those outlets on a satisfactory basis, both with respect to educational programs and general interest programs. I will be much interested in seeing what develops."

—The Honorable E. William Henry, Former FCC Chairman
Public Director, NAEB

"A little over two years ago, you will remember, we met in Washington to discuss the same subject — the Long-Range Financing of Educational Television Stations. That meeting took place in an atmosphere filled with hope. Today our meeting takes place in an atmosphere that is newly charged with confidence. What was then controversial, the idea of government support for educational television programming, has now become commonplace. The question is no longer posed as 'whether,' but 'how and when.' And, it is for these reasons that all of us, I think, feel a new confidence that ETV is today on the threshold of a new order of progress. . . ."

CHAPTER III

CONFERENCE PROCEEDINGS OF THE SECOND NATIONAL CONFERENCE ON THE LONG RANGE FINANCING OF EDUCATIONAL TELEVISION STATIONS

— Max M. Kampelman, Chairman, Board of Trustees, WETA-TV, Washington, D. C.

"We, of the Greater Washington Educational Television Association welcome with enthusiasm the recommendations of the Carnegie Commission for the establishment of a non-profit corporation for public television. . . . ours (WETA) is the effort through which the United States Government and the diplomatic corps judge the status and potential of ETV. . . . The Carnegie Commission gives us hope that the assistance we need will be provided."

III. CONFERENCE PROCEEDINGS

This chapter of the report is based on the Conference Program and Agenda.

PROGRAM

SATURDAY, MARCH 4

5:00 p.m. Special Briefing
Discussion leaders, ETS staff

SUNDAY, MARCH 5

11:30 a.m. Board of Directors Meeting

2:00 - 6:00 p.m. Registration

3:00 p.m. Special Preliminary Briefing
Chairmen, leaders, recorders of discussion groups

6:00 p.m. Reception
Hosted by ETS Board of Directors

7:00 p.m. Dinner
Jack G. McBride, ETS Chairman — Presiding
William G. Harley, NAEB President
C. Scott Fletcher, Conference Chairman and ETS Executive Consultant
Chalmers H. Marquis, ETS Executive Director

MONDAY, MARCH 6

8:45 a.m. Report of The Carnegie Commission on Educational Television
Hartford N. Gunn, Jr., ETS Vice Chairman — Presiding
Alan Pifer, Acting President
Carnegie Corporation of New York
Dr. James R. Killian, Jr., Chairman of the Corporation of the Massachusetts Institute of Technology, and Chairman Carnegie Commission on ETV

10:00 a.m. Study — Discussion Group Meetings

12:30 p.m. Luncheon
James Robertson, ETS Director — Presiding
Honorable E. William Henry
former FCC Chairman and member, Arnold & Porter
General James McCormack, Chairman of the Board
Communications Satellite Corporation

2:30 p.m. Study — Discussion Group Meetings

6:00 p.m. Reception
Special Address by:
The Vice President of the United States
Hubert H. Humphrey

7:00 p.m. Banquet
Donald V. Taverner, ETS Director — Presiding

TUESDAY, MARCH 7

8:30 a.m. Breakfast
Robert F. Schenkkan, NAEB Vice Chairman, ETS Director, Presiding
Honorable E. William Henry
McGeorge Bundy, President
Ford Foundation

10:00 a.m. Study — Discussion Group Meetings

12:30 p.m. Luncheon
Loren B. Stone, ETS Director — Presiding
Introduction, Discussion Leaders

2:00 p.m. Study — Discussion Group Meetings

3:30 p.m. Report of Recorders
Dr. Frederick Breitenfeld, Jr.
Coordinator of Recorders

4:00 p.m. Adjournment

AGENDA

The recommendations of the Carnegie Commission were the bases for conferees discussion.* The general conclusions reached regarding these recommendations are reported along with specific comments and caveats by Conference discussion groups. Special attention has been paid to alternative suggestions and to minority or conflicting points of view expressed by the discussion groups in order that a comprehensive coverage of the range of opinion might be possible.

In the presentation of the Agenda items, statement of general conference-consensus appears first, followed by the Carnegie Commission discussion materials; specific statements elaborating on or dissenting from the consensus are reported by discussion group number (1 through 11) at the points in the Agenda where discussions occurred. A complete discussion group membership list may be found in Appendix N.

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* All statements in quotes throughout the Agenda are extracts from the Report of the Carnegie Commission on Educational Television—*Public Television: A Program for Action,* Bantam Books, Inc. January, 1967. *Permission granted by Harper & Row, Publishers.*

The Agenda departed from the sequence of the Carnegie Report in the cases of recommendations 11 and 6 (and the results of the discussions are reported here in that altered sequence). This departure was made to facilitate Conference discussion.

STUDY-DISCUSSION SESSSION A, MARCH 6, A.M.

PLANS FOR ADEQUATE AND LONG-RANGE FINANCIAL SUPPORT FOR INDIVIDUAL EDUCATIONAL TELEVISION STATIONS

Conference Findings on Carnegie Commission Recommendation #1
Extend and Strengthen ETV Stations

The conferees strongly endorsed this recommendation with the following emphasis: the local station should be the key unit for the development of a public television system which is national in scope; national action to strengthen local stations should occur in response to and as a result of local need rather than exterior design. Any action to strengthen local stations must include a base of support for operations in addition to facilities funds. The nurturing of local support by the local station will be even more important than it is today when national public television funds become available.

"An effective national educational television system must consist in its very essence of vigorous and independent local stations, adequate in number and well equipped. They should reach all parts of the country. They should be individually responsive to the needs of the local communities and collectively strong enough to meet the needs of a national audience. Each must be a product of local initiative and local support.

"Many good stations exist; they must be made better. Weak stations must be provided with the kind of support which will cure and not perpetuate their weakness. All educational television stations require greatly increased resources." (pages 4-5)

"Yet we have seen that the local stations, as they are now constituted, are inadequate for the ends they must serve. There are not enough of them. Those that exist are inadequately staffed, inadequately equipped, and inadequately financed. Deficiencies affect the entire system; even the few stations that provide leadership for educational television wage a daily struggle for survival.

"The Commission believes that the first task, upon which any further accomplishment must be built, is the strengthening of the local stations. We believe further that support for those stations must become available at all levels of government, augmented and stimulated by private initiative. . . .

"To be truly local, a station must arise out of a sense of need within a community, must have roots in the community, and must be under community control. It is not the physical location of studio and transmitter that is significant but the degree to which the station identifies itself with the people it seeks to serve.

"In recommending further assistance for local stations from the federal government, we do not intend to suggest that the federal government assume responsibility for local stations. Rather, we recommend that federal assistance be made available as stimulus and support for local and state initiative. . . ." (pages 33-34)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 1. The emphasis should be on a need to keep Corporation funds on a matching basis in order to maintain local support.

GROUP 4. Raising of the $1 million per state ceiling is essential; the present matching formula is not sufficiently liberal in dollars or in the variety of possible dollar applications; private philanthropy is important to the diversity of support and consequent freedom and insulation of ETV against hard times.

GROUP 7. The Corporation's grant-giving function should relate to an area's educational needs and resources, not to the dollars and cents available.

GROUP 8. There is a need for regular, unmatched, insulated funds from the Corporation to provide a solid operational "floor" for local stations; operating totals suggested by the Carnegie Commission cannot be reached without such a source of regular income, *plus* HEW matching grants for operating, *plus* available local funds.

GROUP 10. First priority should be given to strengthening existing stations as opposed to building new stations.

GROUP 11. The public must be informed about continued need for local support; changing attitudes based on the assumption that increased governmental aid will eliminate need for private individual and corporate support have already been seen.

"It is encouraging that there has been, in recent years, a marked elevation in state ambitions for educational television. Almost every state has some kind of plan for a state instructional system, and most plans include educational television stations of the sort being considered here. For those plans to come to fruition with local stations capable of more than straightforward classroom services, substantial federal support will be necessary.

"The local support we contemplate, however, must go beyond the provision of funds. Public Television in particular is dependent for its well-being upon an identification with the community it serves. It must look for leadership to those who are leaders in the community. Those leaders must know its goals well enough to respect them and its mode of operation well enough to assist it.

"We have found in our station surveys that many stations do not possess ties of this sort; that many boards of directors have lent nothing more than their names to the effort. We have found also that in those stations where directors and trustees take an active interest, the station itself is most likely to thrive.

"In stations which are part of larger institutions such as school districts and universities we have found that the place of the station in the larger organization is too often at the bottom of the ladder. We consider this state of affairs to be particularly regrettable when the station is operated by a college or university. . . ." (pages 34-35)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 2. Steps should be taken to upgrade the status of ETV in both the academic community and among members of the general audience.

GROUP 9. Many ineffective stations, particularly certain of those licensed to school systems and institutions of higher learning, should be improved by a re-evaluation of the station's placement in the institutional organization.

GROUP 10. Active involvement by key community leaders of board of control of communitiy stations is a necessity; institutional ETV stations should be upgraded to include broadened public service responsibilities.

THE TOTAL SYSTEM

Conference Findings on Carnegie Commission Recommendation #11
New Legislation for ETV Station Support

The need was recognized for new legislation which would permit the Department of Health, Education, and Welfare to assist in the development of new stations, the expansion of existing stations, general operational costs, and enlarged support for instructional television. The conferees recommended that any new legislation provide for a liberalization of conditions previously imposed on grants so that components such as microwave links, receivers, buildings, and real estate (the total system in essence) would be included on the "eligible" list; that a basic matching formula of 75/25 be established but that there be sufficient flexibility to increase the non-local contributions in those extreme cases where local resources are meager; that funds for operations be provided on a similar formula but that these be channeled through the Corporation for Public Television; and that some portions of the Department of Health, Education, and Welfare contribution to operations be earmarked for instructional television.

"The full system, as we estimate it, will include a total of 380 stations. (Footnote: Apart from the number of stations projected under this particular model, localities over this number may wish to have, or indeed may need, educational television stations. The costs of such stations are not included in these estimates.) Of this number, 43 will be second stations in 43 major metropolitan areas. Of the total, we propose 60 flag stations to provide each state with at least one station capable of major production in instructional programming and a few large states with two. We expect approximately 75 smaller stations, capable of some substantial instructional programming. In addition, there would be 75 stations of modest programming capability and a further 127 stations which would be little more than transmitters and towers. . . .

"It is highly unlikely that costs of this size can be met by state and local governments, which provide most of the cost of the existing educational television substructure. If such a system is to be brought into being, it will require substantial federal support. The Commission recommends that such support be forthcoming, by means of the ordinary procedures of the government acting through the Department of Health, Education, and Welfare.

"The figures can conveniently be summarized in two tables. The first of these shows annual expenditures, including capital costs, over the first four years of the system, postulated on a buildup of the system which we consider to be rapid, but not excessively so:

Costs and Sources of Funds for System
(First four years, annual average)

	Total	Corporation	HEW	Other
		(millions of dollars annually)		
Capital	66*	11	37	18
Station Operations				
Direct Public Programming Costs	19	19**	—	—
Other Costs	64	—	30	34
Production Centers	12	12	—	—
Interconnection	10	7	1	2
Public Television Corporation (non-broadcast activities)	7	7	—	—
TOTAL	178	56	68	54

NUMBER OF STATIONS AT BEGINNING OF PERIOD = 150***
NUMBER OF STATIONS AT CLOSE OF THREE YEARS = 240

* Includes $2 million per year for production centers.
** Including only operating component of cost of national programs at key stations.
*** Projected to January 1, 1969

"As this table shows, during the first four years the annual average cost is estimated at $178 million, of which $56 million would come from the Corporation, $68 million from the Department of Health, Education, and Welfare, and $54 million from state and local government and private sources.

"The second table shows annual expenditures at equilibrium, which we have assumed to occur in 1980. In this table, it is assumed that the system is completely built and no capital costs, aside from amortization of existing equipment, are included:

Costs and Sources of Funds for System
(1980)

	Total	Corporation	HEW	Other
		(millions of dollars annually)		
Amortization	57	6	34	17
Station Operations:				
Direct Public Programming Costs	51	51*	—	—
Other Costs	107	—	53	54
Production Centers	23	23	—	—
Interconnection	17	9	4	4
Public Television Corporation (non-broadcast activities)	15	15	—	—
TOTAL	270	104	91	75

NUMBER OF STATIONS IN 10 YEARS = 380

* Includes $29 million operating component of $31 million for national programs from key stations.

"After the system has been developed over a period of years to an equilibrium stage, its annual costs will amount to $270 million, of which $104 million will come from the Corporation, $91 million from the Department of Health, Education, and Welfare, and $75 million from other non-federal sources.

"These tables include assumptions in regard to matching provisions that the Department of Health, Education, and Welfare might wish to apply. Those assumptions were necessary to the preparation of the table but are not intended to be more than suggestive of the course of action the Department might consider. Funds listed as 'other' are expected to come primarily from local and state governments, augmented by private and foundation contributions. Not included are funds that might be made available to the Corporation by such government agencies as the National Foundation for the Arts and the Humanities or by other sources.

"Since some time must elapse before the full system begins to come into being we propose that in the interim Congress act to extend and amend the present Educational Television Facilities Act of 1962, which will otherwise expire with the present fiscal year. In particular, we urge that in extending the act Congress liberalize the requirements which limit funds flowing to any single state, and that it make funds applicable to the purchase of the full range of facilities and equipment, rather than limiting them, as it does now, primarily to towers, transmission equipment, cameras, and video recording equipment. Such extension will permit the system to grow steadily, as it has been growing in recent years, although not as rapidly as we submit that it should grow.

"In making these proposals, the Commission calls attention to its belief that in this area, as in Public Television, the participation of the state government and of the local community is an essential factor. The level of state and local support that we propose, to be matched against federal assistance, is somewhat greater than what is now provided, but not excessively so; the Commission believes that a state which wishes to operate more stations than it now does should be prepared to contribute to their support to a somewhat greater degree." (pages 74-78)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 1. A need priority should be established which recognizes public television as a national responsibility and instructional television as the states' responsibility.

GROUP 2. The concept of a 75/25 formula for matching funds is endorsed; HEW funds should not be used for station operation.

GROUP 3. A more equitable allotment formula should be established for stations in smaller markets.

GROUP 5. Stations should be able to include use of land, buildings and construction costs as their portion of matching funds; planning funds should be made available through HEW to assist new stations and to modernize existing stations.

GROUP 9. Operating funds should be disbursed on a regular basis on a formula to be determined by the Corporation rather than HEW; policies and formulas should be established in consultation with ETV practitioners.

GROUP 10. Criteria for facilities grants should be based upon a factor more consonant with population served by the station than the Standard Metropolitan Population Area used by the Carnegie Commission.

GROUP 11. Strong reservations were voiced regarding HEW involvement in basic operations of individual stations; the Corporation should administer funds that the Carnegie Commission recommended be placed with HEW.

STUDY-DISCUSSION SESSION B, MARCH 6, P.M.

PLANS TO PROGRAM, IMPROVE AND FINANCE PUBLIC TELEVISION
THE CORPORATION

Conference Findings on Carnegie Commission Recommendation #2

A New Institution for ETV, A Public Corporation

The concept of the Corporation for Public Television and its functions as described were heartily endorsed with the following caveats: that the insulation of the Corporation from temporal pressures is of paramount importance; that the Corporation provide funds for operation (in addition to programming); and that the Corporation, per se, not be engaged directly in any operation — production, interconnection, or station. The conferees recognized that differing proposals have been advanced for the appointment of the Corporation's Board of Directors, found commendable elements in each, and were willing to entrust the guarantee of corporate insulation to the wisdom of the Administration and Congress, the collective responsibility of local broadcasters, and faith that the American people will take corrective action if required.

"The Corporation will exist to serve the local station but will neither operate it nor control it. Its primary mission will be to extend and improve Public Television programming. Programs financed by the Corporation will be made available to all stations, but each station will decide whether and when it will use the program. We stress the critical importance of having private funds available to the Corporation; such funds should be available at the outset." (page 5)

"As this table shows, during the first four years the annual average cost is estimated at $178 million, of which $56 million would come from the Corporation, $68 million from the Department of Health, Education, and Welfare, and $54 million from state and local government and private sources.

"The second table shows annual expenditures at equilibrium, which we have assumed to occur in 1980. In this table, it is assumed that the system is completely built and no capital costs, aside from amortization of existing equipment, are included:

Costs and Sources of Funds for System
(1980)

	Total	Corporation	HEW	Other
		(millions of dollars annually)		
Amortization	57	6	34	17
Station Operations:				
Direct Public Programming Costs	51	51*	—	—
Other Costs	107	—	53	54
Production Centers	23	23	—	—
Interconnection	17	9	4	4
Public Television Corporation (non-broadcast activities)	15	15	—	—
TOTAL	270	104	91	75

NUMBER OF STATIONS IN 10 YEARS = 380

* Includes $29 million operating component of $31 million for national programs from key stations.

"After the system has been developed over a period of years to an equilibrium stage, its annual costs will amount to $270 million, of which $104 million will come from the Corporation, $91 million from the Department of Health, Education, and Welfare, and $75 million from other non-federal sources.

"These tables include assumptions in regard to matching provisions that the Department of Health, Education, and Welfare might wish to apply. Those assumptions were necessary to the preparation of the table but are not intended to be more than suggestive of the course of action the Department might consider. Funds listed as 'other' are expected to come primarily from local and state governments, augmented by private and foundation contributions. Not included are funds that might be made available to the Corporation by such government agencies as the National Foundation for the Arts and the Humanities or by other sources.

"Since some time must elapse before the full system begins to come into being we propose that in the interim Congress act to extend and amend the present Educational Television Facilities Act of 1962, which will otherwise expire with the present fiscal year. In particular, we urge that in extending the act Congress liberalize the requirements which limit funds flowing to any single state, and that it make funds applicable to the purchase of the full range of facilities and equipment, rather than limiting them, as it does now, primarily to towers, transmission equipment, cameras, and video recording equipment. Such extension will permit the system to grow steadily, as it has been growing in recent years, although not as rapidly as we submit that it should grow.

"In making these proposals, the Commission calls attention to its belief that in this area, as in Public Television, the participation of the state government and of the local community is an essential

"The local stations must be bedrock upon which Public Television is erected, and the instruments to which all its activities are referred. But there are needs that the local stations alone cannot meet. There must be effective leadership for the system as a whole. . . ." (page 36)

". . . The Corporation will be neither an agency nor an establishment of the United States government. It will be a free-standing institution, like other non-profit corporations created to serve the public interest." (page 37)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 4. It is inappropriate to refer to ETV as "public" television and leave out of the Corporation title any reference to educational radio; by substituting "public television" for ETV, there is some possible sacrifice of a symbol which has already received wide public acceptance and support.

"We propose that the Corporation be governed by a board of directors of twelve distinguished and public-spirited citizens, of whom six will be initially appointed by the President of the United States with the concurrence of the Senate, and the remaining six initially elected by those previously appointed. Thereafter, one-third of those appointed by the President and one- third of those elected will complete their terms at two-year intervals, with the President appointing two members every two years for six-year terms and the entire board electing two members every two years for six-year terms." (page 37)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 1. The Corporation should be restricted from activities related to any representation of stations.

GROUP 2. Educational broadcasters should be excluded from membership on the board but should be given a voice in the selection of those employed by the Corporation to handle its day-to-day business.

GROUP 5. Six members should be appointed by the President and six should be selected from the public at large, i.e., without the necessity of Presidential selection and Congressional approval; the public group should be representative of such interest groups as ETV licensees, JCET, NAEB, etc.

GROUP 6. A larger and more diverse board than recommended by the Carnegie Commission would be freer from potential political control.

GROUP 7. The Board of Directors of the Corporation should represent to some extent — hopefully 50 percent — personnel from the educational TV stations; stations should somehow be involved in decision-making before they are called on to accept or reject programs.

GROUP 8. The complete membership of the directing board should be appointed by the President with approval of the Congress.

GROUP 11. The Board of Directors should have no direct control over daily network programming and operations.

"In general, the Corporation will act by means of grants to and contracts with stations within the system, entities of various kinds engaged in work associated with television, colleges and universities. Except for its obligations in providing interconnection and dissemination of information, and perhaps for the establishment of archives, it should not act as an operating institution. . . .

"The categorization given here omits, as any categorization must, any account of the general role the Corporation is expected to play. The Corporation should become, upon appointment of its Board of Directors and recruitment of its staff, the center of leadership for Public Television. By the very nature of its activities, it should be engaged steadily in establishing standards for Public Television. It should provide the means by which strong stations use their strength for the benefit of the entire system, and by which weak stations become strong.

"For its support, it must inevitably look primarily toward the federal government, but by no means exclusively. The Corporation should be prepared to solicit funds actively from private sources, such as industry and the major foundations. Its freedom from political control will be all the greater if it possesses resources for which it is not dependent upon the government, even though those resources constitute only a part of its total needs." (pages 40-41)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 2. Further study is needed on the necessary contractual relation bringing scheduling decisions closer to production decisions; some means of managing the scheduling function by entities outside the Corporation should be sought.

GROUP 4. There is a need for careful articulation of operating and non-operating aspects of the Corporation in its relation to production centers and local stations; there is particular concern about the relation between the Corporation, NET, EEN, etc.

GROUP 9. The Corporation should have operating functions and funds as well as programming funds.

GROUP 10. Solicitation for private funds should not be in competition with local station fund raising activities and should be limited by the Corporation to its initial campaign to raise $25 million.

GROUP 11. There is a need for clarification of the relationships which will exist between the new organization and local stations, existing libraries, and production/distribution centers; where possible, operating functions (program selection, information, distribution) should be provided through contracts with other agencies and not by the Corporation itself.

PROGRAM PRODUCTION

Conference Findings on Carnegie Commission Recommendation #3

National Production

The need for sources of programming, national in scope, was recognized as essential. The support and strengthening of this activitiy by the Corporation was endorsed. The conferees recommended that the character of the national program service should be predicated upon nationwide local station external programming needs, i.e., let the development of regional and local programming dictate the production and provision of national level programming. If national production centers are supported by the Corporation and if more than one is established, they should be complementary rather than competitive; they should be operated under different philosophies, be geographically diverse, and be addressed to different service priorities (e.g., public television and instructional television). Opinion favored the specific designation of National Educational Television (NET) as one of those centers.

"At present, programs intended for national use are produced almost exclusively by National Educational Television (NET) in New York. The Commission believes that NET, its staff and the experience that it has accumulated constitute an important resource for the Public Television system that is contemplated here. Certainly, one of the two national production centers which are proposed in this Report will be built upon NET. (Indeed, the continuation of NET activities is essential, for even after the Corporation is created the primary source of national programming will continue for some time to be NET.)" (page 42)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 3. High initial priority should be given to NET and local production sources.

GROUP 6. A second production center should be located away from the East Coast to counterbalance the New York orientation of NET.

GROUP 10. Priority should be given to strengthening the present national programming center.

"The mode of operation proposed by the Commission is one in which the national producing center will outline to the Corporation each year the general schedule it intends to meet and, in broad terms, the programs it proposes to produce. The Corporation will pass judgment on the proposal, and will provide support, including capital support where it is required, to enable the center to carry out those portions approved by the Corporation. The Corporation should encourage and support long-range planning as well, including two-year, three-year, and even five-year grants. It is clear that the degrees to which any center is supported by the Corporation will depend on the persuasiveness of its proposals and on the degree to which its product meets standards established by the Corporation. But perhaps a third criterion is most important of all: since the programs will be offered to local stations for them to use or ignore as they see fit, the stations themselves will provide a continuing evaluation of programs each center supplies." (page 43)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 1. Program decisions should be made at the production centers.

GROUP 4. Production centers should be free to contract with independent producers, including overseas producer, to prepare program material; the relationship between the individual station consumer and the production center should be direct, with the Corporation standing by to provide funds.

"The Commission recommends at least two such centers, in part because it is reasonable to believe that at least two separate organizations should apply themselves to the production of national programming, and in part because the Commission believes that competition between two or more centers will act as a spur and will provide a basis for comparison. As contributory to the same process, the Corporation should be able to contract with other program producers, here and abroad, for single programs or for program series.

"The national production centers will be, like the Corporation itself, non-profit institutions. It is expected that they will derive the largest part of their income from the Corporation, but they will be encouraged to look to other sources of revenue, including grants from private foundations and commercial enterprises and grants and contracts with departments and agencies of federal, state, and local government. Such grants might be used either to expand production or to extend budgets of programs produced under contract with the Corporation.

"In general, the programming to be expected from the national producing centers will be comparable in subject matter to those now available from NET, although of greater diversity. . . ." (pages 43-44)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 2. Additional centers should be complementary rather than competitive (i.e., one devoted to ETV or public TV and one to ITV); competition should be in the area of production quality rather than in program content where duplication of effort might prove wasteful.

GROUP 6. Two national centers should be established with different program philosophies and geographical locations.

GROUP 7. Plurality of programming on a national level is most important.

GROUP 9. Determination of the number of national production centers should remain open to time, experience, and need.

MORE-THAN-LOCAL PRODUCTION

Conference Findings on Carnegie Commission Recommendation # 4
Grants to Stations for Production of Programs for More-Than-Local Needs

The concept of grants to local stations for the production of programs for national use was enthusiastically endorsed by the conferees with the explicit recommendation that *all* stations be eligible for such grants; the prime criterion for award should be demonstrated competence, not station category; the development of competence should be by evolution rather than master plan.

The greatest practical diversity of program production sources is essential to the health of the system. Stations exist which now produce programs of interest outside their own areas, but which are in need of further financial assistance. Other stations should be encouraged to develop comparable talent and capacity." (page 6)

"Over the past few years several local stations, under vigorous leadership, have managed to build respectable production capacities and to finance a limited amount of ambitious Public Television programming. They have tapped every conceivable source of funds; the private foundations, the business community, and their audiences. They have produced programs under contract with NET. Under great difficulties, they have accomplished a great deal." (page 46)

"The procedure for the production of such programs is equivalent to that proposed above for national production centers. Any station in the system would be able to make proposals to the Corporation for single programs, sets of programs, or program series. The Corporation would exercise its judgment on the proposals, and react accordingly. As the process becomes established, stations with known capacities would emerge, and would undoubtedly receive the bulk of the contracts: The Commission hopes and expects that in time twenty such stations, distributed throughout the country would be the prime producers of programs for more-than-local use." (page 47)

LOCAL PRODUCTION

Conference Findings on Carnegie Commission Recommendation #5
Grants to Local Stations for Local Production

The concept of Corporation support for local station production was enthusiastically supported. However, it was strongly recommended that the Corporation provide a regular annual base of unrestricted support for local production in addition to a program of grants for specific program production.

"A third family of programs comprises those which are of interest entirely or very nearly so, to the community served directly by a given station. Some categories are immediately obvious: news of purely local interest, civic affairs, local sports, local personalities. Others appear where the local station manager seeks them out: local musical or artistic talent, dramatic presentations prepared by little-theatre groups, and a whole host of intellectual activities which may be found in colleges and universities.

"It is clear that by producing and presenting such programs the station manager can provide an honest local flavor for his station and perform a comprehensive service for his community which is not now being performed by any other medium. Almost all stations and particularly the community and university stations, make real efforts to produce programs of this sort. Except for a few stations which can absorb production costs in their other activities, the task is an almost impossible one. Local or not, programs require time for planning and some investment in costs of production.

"The Commission recommends that the Corporation be prepared to support by grant a portion of this purely local programming. It should do so in response to specific proposals from the station which seeks such support; the criteria for approval should be in the first instance the judgment of the Corporation upon the station's ability to produce the programs and perhaps also the willingness of the station to match in some degree a Corporation grant with funds raised locally." (page 49)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 2. Appropriate methods should be devised for equitable distribution of funds to individual stations.

GROUP 3. Regular financial assistance should be provided to local stations for their general programming operations.

GROUP 5. A replenishable contingency fund for production of "emergency" or "special" productions should be established, without the necessity of negotiating through the process.

GROUP 7. Restrictions on grant-giving for local programming should be minimized; flat opposition is registered to the creation of a grant-making formula based purely on population density.

GROUP 8. Local stations should be the final determiners of what is to be produced; provision could be made for yearly review and evaluation by the Corporation of a local station's use of programming funds.

"The total effect of this recommendation and the two that precede it will be to provide for each station a body of programs from national production centers, key stations, and local production. In the first category there will be a steady supply of ten hours a week for each station. The second category adds approximately twenty hours a week. The third category is somewhat more difficult to estimate. Strictly speaking, it adds an hour of local programming for each station. In reality, the system today exchanges some of this programming, and it is quite reasonable to expect that a Boston program built upon local cultural affairs, local talent and even in some cases local civic events will have an audience elsewhere in New England and that one hour of such production per station adds up to five hours of availability — that is, that over the system as a whole each such program will be used in five stations.

"The total is therefore thirty-five hours of programming each week. To this can be added whatever can be produced by the station's own staff and equipment, which at present provide most local programming. It is reasonable to expect that such staff-produced local programming will increase in both quality and quantity." (pages 50-51)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 11. Station proposals should not be screened on a program-by-program basis.

EXPERIMENTAL PRODUCTION

Conference Findings on Carnegie Commission Recommendation #7

Experimental Programming and Production

The conferees strongly endorsed the Commission's proposal to support experimental programming and production, commenting that this was a vital activity which production agencies have never yet been able to afford. However, they urged that excessive proliferation, centralization, and repetition of experimental production be avoided.

"Public Television should be free to experiment and should sponsor research centers where persons of high talent can engage in experimentation. The kind of experimentation once sponsored by the Ford Foundation TV-Radio Workshop is an example of what we are reaching for." (page 7)

"Considering Public Television in its broadest sense, there is a clear need for experimental work designed to put television to use in communicating with citizens of our inner cities who have special needs. Those requirements and needs are not being fully met today by the mass media, including television. Television as it now exists can provide no guidelines that will assist in establishing this communication. It is something that must be learned.

"Wherever the experimentation takes place, and to whatever end it is directed, it must enjoy an environment hospitable to risk, to a search for new forms, and to creative work by persons of exceptional talent. It must look to the fullest exploitation and realization of television as a medium in its own right. It must think in terms of new audiences. In the end, it may be a means by which a whole world of creative talent, which now stands aloof from television can begin to serve and to draw strength from the diverse audiences that Public Television will reach." (page 60)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 2. Little known existing research should be brought to light and made available on an industry-wide basis.

GROUP 7. Excessive proliferation, centralization, and repetition of any experimental production should be avoided.

TECHNICAL RESEARCH

Conference Findings on Carnegie Commission Recommendation #8

Technical Experimentation to Improve Television Technology

The support of experimentation to advance the technology of educational broadcasting was strongly endorsed. However, recognizing the probable limitations on amounts of money available for this activity and the massive dimensions of industry-supported technical research, conferees stressed that Corporation funds for technological experimentation be invested in projects which relate uniquely and directly to noncommercial television programs and applications.

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 7. A continuing dialogue with research and development in industry should be maintained.

GROUP 11. More should be done to advance technology with strict application to educational problems.

RECRUITMENT AND TRAINING

Conference Findings on Carnegie Commission Recommendation #9

Recruiting and Training Personnel

The recommendation that the Corporation provide funds for the recruitment and training of personnel for Public Television was unanimously and strongly endorsed. In addition, the Commission was commended for its identification of this problem as one of prime significance and for its proposal for action. While the need for personnel in all categories was recognized, the conferees stressed the importance of recruiting and training future management personnel. Finally, the need for education as well as training was noted as was the importance of utilizing all existing resources for personnel development — stations, production centers, and institutions of higher learning.

"An important part of the whole task for Public Television is the provision of opportunities for talented persons in all branches of programming and of technology to develop their crafts through association with production centers and broadcast stations. We believe that these centers should systematically provide in-service training and the Corporation should help them do so." (page 66)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 6. An independent management consultation firm should be contracted to establish a procedure to recruit and train personnel.

GROUP 7. Extensive study of the field's current and future needs should be made.

GROUP 8. Recruitment and training of more minority group members should be undertaken.

GROUP 11. Existing facilities (universities, technical institutes, community and educational stations) should be used for training.

"We suggest that individual educational television stations consider appointing advisors from the community to review their programming, serving as individual consultants or as members of advisory panels. We believe that such an arrangement can provide, in terms of Public Television, a more discriminating and useful standard of judgment than that of the conventional ratings so widely used in commercial television today." (page 67)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

None

"We believe also that there will be a need for an independent journal devoted to Public Television which will deal creatively and critically with all aspects of the system.

"To the Corporation functions listed in this section there should be added such others as the dissemination of information, the preservation of archives, and the promotion of programs." (page 67)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

None

REVENUES

Conference Findings on Carnegie Commission Recommendation #10
Support of the Corporation

The necessity for employing public funds in the development of a nationwide Public Television system was recognized. Insulation of these public funds from temporal pressures and annual appropriation was viewed as a *sine qua non* for success. Diversity of support (other than public federal funds) was perceived as an important guarantor of insulation and independence of action. Though the conferees generally supported the Carnegie Commission's recommendation for an excise tax on television sets as one possible source of public fund support for Public Television, they declined to rule out other feasible alternative sources and preferred to leave the resolution of this crucial question to the wisdom of Congress.

"In this manner a stable source of financial support would be assured. We would free the Corporation to the highest degree from the annual governmental budgeting and appropriation procedures: the goal we seek is an instrument for the free communication of ideas in a free society.

"The excise tax will provide the Corporation with approximately $40 million of federal funds during its first year of operation, rising gradually to a level of $100 million a year. We propose that the rate be raised to 3 per cent, bringing in $60 million, after the first year. The Commission intends these revenues to be added to those available from other federal, local, and private sources to be used primarily for the support of programming for Public Television. We recommend that federal agencies continue to make grants to educational television stations for special purposes." (page 8)

"For these funds, within the area in which public program is most sensitive to government involvement, the Commission cannot favor the ordinary budgeting and appropriations procedure followed by the government in providing support from general funds. We believe those procedures are not consonant with the degree of independence essential to Public Television. We have relied, therefore, upon a mechanism which Congress has used repeatedly in the past, by which revenues from clearly specified sources are collected by the government and the proceeds (or amounts equal to the proceeds) are paid into or credited to an account or trust fund and held in the Treasury for use in carrying out specified purposes as provided in the statute. Such mechanisms maintain intact the ultimate Congressional control over the use of public funds but permit the funds to be disbursed outside the usual budgeting and appropriations procedures." (page 69)

"For the source of funds for the Corporation, the Commission recommends a manufacturer's excise tax on television sets as the most appropriate and least onerous. It is not a new tax; from 1950 to 1965, there was a 10 per cent excise tax on sets. It is easily specified and easily administered. The tax would, of course, be passed along to the purchaser in the form of a small increase in the price of any new set he might buy; over the years of the useful life of the set the annual additional cost will be extremely small. If it is at all a regressive tax, it is only mildly so; high-income families tend to buy more television sets and replace them more often. Finally, the improved service made possible by the tax directly increases the real value of the set." (pages 69-70)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUPS 1-4-9-10. Funds for Public Television should not be subject to annual appropriations.

GROUPS 3-6-8-9-10-2. Congress should determine the best source for public funds.

GROUPS 2-4. Vitality and independence of the local station should continue to depend on local support as expressed in private contributions and matching funds.

"The Ford Foundation, to which educational television owes an historic debt, has proposed a satellite system (and an independent corporation to manage it) which would provide free interconnection for educational television and would also provide, out of profits from commercial activities, financial support for educational television. We see no conflict between such proposals and the organization and plan we present. We heartily approve in principle the objective of reducing the cost of interconnection for educational television, as we have already stated. We cannot be certain that the ingenious Ford proposal or similar plans would yield benefits large enough to provide more than a small part of the funds needed by educational television, but we do suggest that any funds that might become so available be applied to reduce the ceiling on the excise tax we recommend. We also conclude that the Ford Foundation proposal for a domestic satellite corporation, as well as other proposals recently presented to the Federal Communications Commission, involve issues of public communications policy that go beyond the scope of this Commission, and indeed beyond the domain of educational television. We feel that the Carnegie Commission should not undertake to formulate conclusions of these contending issues, and we urge that the adoption of a program to strengthen educational television not be delayed for their resolution." (pages 70-71)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

None

"Other proposals for financing Public Television have been laid before the Commission and considered at length. Among them were proposals for the imposition of license fees for the use of television sets (perhaps the most common procedure outside the United States for the financing of television); for removing restrictions which prevent educational television from accepting advertising; for conversion of educational television to some kind of pay television, or alternatively for the assignment of rights to operate pay television systems as a means of financing educational television; for gross revenue or franchise taxes upon commercial television; and for a procedure by which ordinary income taxes paid by commercial television would be earmarked for the support of educational television. None of these appeared to be as appropriate, as manageable, and as equitable as the excise tax. (Footnote: Concurring opinion of Mr. McConnell of the Commission: . . . I suggest that those who are licensed to use the airways in the 'public interest' — the television stations — should at least share in the cost of Public Television. If they should pay a franchise tax for that purpose, we can assume, as in the case of the tax on television sets, that this would be passed along to the purchaser — the advertiser. Perhaps it is the advertiser, with his basic test of program content, to whom we refer (page 13) when we speak of 'acceptability — which . . . keeps commercial television from climbing the staircase.' If this is what has brought about the need for Public Television, it would seem to be equitable that the advertiser bear a part of the cost, so that television could realize the promise for it so ably and so eloquently set forth in the Commission's Report.). . .

"The total revenues to Public Television programming may therefore be expected to be somewhat greater than those provided by government funds.

The Corporation itself will have the use of private money, and the stations may be expected to add the resources they themselves have been able to produce. Federal funds, however, must be the mainstay of the system, and the Corporation will not be viable without federal support of approximately the size recommended here." (pages 71-73)

STUDY-DISCUSSION SESSION C, MARCH 7, A.M.

PLANS FOR THE USE OF TELEVISION IN FORMAL AND INFORMAL INSTRUCTION
INSTRUCTIONAL TELEVISION

Conference Findings on Carnegie Commission Recommendation #12
A Study of Instructional Television

The conferees strongly recommended that a study of instructional television — comparable in scope, prestige, magnitude, and financing to the Carnegie Commission report — be undertaken immediately. The effectiveness and efficiency of televised instruction have been well documented in the laboratory and in isolated cases in practice. Therefore, it was recommended that the proposed study of instructional television direct its efforts to two major problem areas: organization of national resources for the facilitation (not control) of instructional television development on a nationwide basis, and methods and procedures for integrating televised instruction into the instructional system of educational organizations. (The latter charge implies the necessity for a basic restructuring of the instructional system in some educational organizations and will require that the administrations of educational organizations be thoroughly enlightened regarding television in formal education.) Finally, it was strongly recommended that Public Television and instructional television be so developed at the local station level that they may share the production skills, technical skills, equipment, and facilities which are common to both services. Separation of Public Television and instructional television could lead to expensive duplication of personnel, equipment, and facilities and ultimately might lead to a deterioration of both services.

"This report and almost all its recommendations refer primarily to Public Television, and only upon occasion take note of instructional television. Yet to have attempted to maintain a rigorous separation between the two would have been at once unrealistic and futile. The two services share the same structure, are part of the same educational television system, and at times are so inextricably intermingled that to speak of one is at once to force the other upon our attention. Thus, whether it chose or not, the Commission found itself repeatedly dealing with instructional television . . .

"Since the views adopted by the Commission in relation to Public Television are clearly such that they maximize the role of the local station and lead to steps that will strengthen the local station, implementation of the recommendations of the Commission would tend toward general improvement of instructional as well. A station which enjoys adequate financing, possesses modern facilities, and has attracted talented leadership and staff will inevitably be in a position to provide better programming for instructional television. Strengthening the components of the system strengthens both services the system provides, whether it is designed to do so or not.

"The Commission believes, however, that the deficiencies in instructional television go far beyond matters of staff and equipment. It is of much greater consequence that instructional television has never been truly integrated into the educational process . . .

"In short, the Commission believes that instructional television must be regarded as an element in the total educational process. The question must be asked whether, in a given educational context, television has a role of its own to play in relation both to a set of educational objectives and to the full battery of educational tools available. If television contributes to the quality of education, or makes possible a greater quantity of education, it will take its place as a tool of education, but it is in those terms that it should be approached and ultimately judged." (pages 80-82)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 1. Utilization training should begin in teachers colleges; ITV personnel should become a part of regional research centers where development should occur; the formal-informal distinction between types of television programs should be abolished.

GROUPS 4-10. Duplication of studies and production facilities should be avoided.

GROUP 10. The distinction between "Public Television" and "ITV" is detrimental to public school support of local stations; the totality of educational communications available to a community should be seen as integrated and coordinated.

"In its consideration of technological advances, the Commission has dealt at times with matters of considerable significance to instructional television. The most important of these are the low-cost storage devices, whether by television or by motion-picture techniques. The outstanding characteristic of such devices is that they promise to return to the classroom the flexibility that the present use of open-circuit broadcasting denies it . . .

"Should such devices come into general use, they will alter the manner in which the local educational television station serves the schools, as they might alter the use of closed-circuit television or point-to-point broadcasting over the 2500 megacycle band, and perhaps ultimately inhibit speculations which look toward broadcasting from satellites direct to antennas on school building roofs.

"But it is unlikely that the total need for instructional television emanating from outside the classroom will diminish. The development of instructional television within the full context of education will make the schoolroom need for television even greater than it is now. Much of that need — indeed, that very part of it now satisfied by open-circuit television — will be provided by other television techniques. Open-circuit television itself will then be freed to provide material which cannot be brought to the school in any other way: the material that must be handled and moved quickly if it is to have real value, such as that for use in current affairs courses. Properly used, television can bring a liveliness and an immediacy to education that no other medium can provide." (pages 82-83)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

None

". . . we recommend here a major program of research and development in instructional television, designed to discover, within the full context of education, the manner in which television can best serve education.

"Such a program is clearly within the area of responsibility of the Department of Health, Education, and Welfare. The Office of Education now supports some research which would contribute toward a full program. The Regional Educational Laboratories now being established under the Elementary and secondary Education Act of 1965 might well undertake a major share of the broader research which is required. Parts might also be carried out by local stations, supported by state and local funds; indeed, an ambitious program conducted in close association with existing educational establishments is a most promising procedure. It is, moreover, highly desirable that commercial enterprises, and in particular those now being created by the combination of educational and industrial organizations, should play a major role." (pages 83-84)

GROUP 4. The primary purpose of interconnection might not necessarily be for attainment of simultaneity.

GROUP 6. Both networking and distribution are necessary; network option time should be limited to 6-8 hours per week; option time is necessary to promote national programming on a national scale.

GROUP 9. The development of conventional ground interconnection should be continued, despite new interest in satellite systems.

GROUPS 8-10-11. Equal emphasis should be given to the distribution and networking of ETV programs.

"The Commission recommends that Congress take action which would make it possible to allow preferential rates for Public Television, whatever the communications facilities used, to the extent that this is not provided by existing law. The Federal Communications Commission already grants preferential telegraph and cable rates for the press.

"So far as communications satellites are concerned, we recommend that Congress consider legislative directives that would make possible free satellite interconnetcion for educational television to the extent that this is not provided for under existing law. Proposals to this effect have recently been made, notably by the Ford Foundation, in response to a Notice of Inquiry by the Federal Communications Commission, which is considering policy and regulatory problems arising out of satellite developments.

"We recognize the matter of common carrier rates to be intricate and of far reaching consequence. Any changes must certainly undergo the scrutiny of the Federal Communications Commission, and possibly the scrutiny of Congress." (pages 57-58)

"The Commission does not contemplate that the Corporation itself will conduct programs of research and development. What we seek for the Corporation is the capacity to sponsor or encourage research at a modest level. It is the possibility of a catalytic effect that leads us to favor such research rather than any belief that educational television should assume any major responsibility for advancing the technology of television. We propose that the Corporation be able to contract with research-and-development organizations, both public and private, for general investigations or for specific programs of applied research that might contribute to the advancement of both Public Television and instructional television." (pages 61-62)

"Since television is so likely to be affected by technological advances, it is essential that the Corporation be enabled to participate, in however modest a degree, in the process of change itself. Only by participating will Public Television possess some confidence that it can be at least in part the master rather than the servant of change." (page 65)

SPECIFIC COMMENTS, ALTERNATIVE SUGGESTIONS, AND MINORITY POSITION STATEMENTS BY DISCUSSION GROUPS

GROUP 5. Satellite service to ETV stations should be provided *free*; savings in money should be used to generate further programming and not to reduce excise taxes.

FINALE

The proceedings of the Conference make clear that the participants believe the time is here to take bold steps to ensure that a total educational television system is developed to serve all of the citizens in the United States, that the television system thus developed will be second to none, and that it will have the necessary strong foundation which will permit it to serve in perpetuity.

APPENDICES

"IN DREAMS BEGIN RESPONSIBILITIES"
Next Steps for Public Television

Address by DR. JAMES R. KILLIAN, JR.
Chairman of the Corporation, M.I.T.
and Chairman, Carnegie Commission on Educational Television
March 6, 1967

I

My title is a line from an old play once quoted by Yeats, and it admirably summarizes the thought with which I wish both to begin and end my remarks today. The hopes, the necessities, and the dreams which have marked the discussion of educational television during the past year have set the stage for great decisions and established the requirement for new responsibilities. For all who seek the advancement of educational television, the time has come to anticipate realistically the responsibilities which these decisions will entail. I will come back to this requirement, but before doing so, there are other things which I wish to say in order to fulfill my role in this Conference.

First of all, I welcome the opportunity to express in person the thanks of the Carnegie Commission on Educational Television for the generous help that so many of you provided during the course of this study. As its report makes clear, the Commission became imbued with your enthusiasm as it pondered your problems, your achievements, and your opportunities. In the beginning there were skeptics among us about the potential of educational television; but as we proceeded, we acquired mounting zeal for advancing that part of ETV which we were asked to study and which we chose to call Public Television.

I feel indebted to so many of you individually that I would like to say a word to each of you, but that would take too long. I do want, however, to salute Scott Fletcher who, in your behalf, has done so much. He was indefatigable and understanding in his support of the Commission, and at every stage has been an enthusiasm amplifier. I count it a privilege to have had the benefit of his support, and I cherish him as counselor and friend.

Because of the recommendations submitted to the Congress last week by President Johnson, this Conference is particularly timely and important. The President's recommendations are another giant step as the nation climbs the stairs toward a new level for educational television, and we hail and thank him for his leadership.

We of the Carnegie Commission express our deep appreciation and satisfaction that the President has adopted our basic proposal for the establishment of a Corporation for Public Television and the major roles we suggested for it. We are immensely pleased, too, to have other parts of our report reflected in his message, including our recommendation for a study in depth of instructional television, and for his use of the term "Public Television", which we coined to describe and to conceptualize that part of television which commanded our attention. I welcome, too, the President's decision to recommend experiments and procedures for studying the use of communications satellites, and the manner in which he set the stage for an orderly consideration of all the major proposals which have been made in the past seven months.

And here let me be loud and clear about these other important proposals, including those of the Ford Foundation. The really striking thing about them is that in their very essence, they are in accord. In the face of this underlying agreement, there has been unwarranted emphasis on the differences in the proposals.

Let their common purposes now command our attention as well as their divergencies. Let us recognize the common objectives and not be bemused by manufactured or imaginary controversies and the silly speculations about conflicts between foundations. Each proponent can and does vigorously support the specifics of his special proposal with commitment and conviction and can still welcome and honor other proposals which seek, through different specifics, the same objective of improving educational television and securing for it adequate funds.

In its own way, the Carnegie Commission sought the same objective as the Ford Foundation; and it meant what it said in its report that it saw no conflict between the Ford satellite proposal and the organization and plan presented in the Carnegie report.

In support of its recommendations, the Ford Foundation put forward a bold and imaginative concept for ETV that altered its entire image and gave dynamic expression to a latent public desire for better television. We salute the Ford Foundation for this accomplishment. The Carnegie Commission's task would have been

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Appendix A

far more difficult to discharge, and its report would have had much less impact had not Ford created an enlarged vision of what ETV could be.

In the six weeks since our report was issued, it has been reviewed in the press, debated in the trade, and discussed beyond our fondest expectations wherever there are people interested in television. It has created a bigger splash than we dreamed it might. We are still trying to answer all the letters, even from the numerous writers who were so confident about our proposals that they have applied for jobs! But this is the first time I have had the opportunity to express my own reactions to the comments that have accumulated since we cast the report abroad.

Before I get down to specifics, there are two general remarks I would like to make about the report that will clarify the Carnegie Commission's own attitudes. The report was issued on January 25, and with its issuance, the Commission went out of existence. I stand before you here as the former chairman of a former Commission, and in these matters that is all the title I now have. The report may not have any of the force of the laws of the Medes and the Persians, but it has all their finality so far as the full Commission is concerned. Only the published report can speak for the Commission. I would not wish it otherwise, for now that the report is out and reactions are in, I take pride in reaffirming the substance of the report.

Second, the Commission was fully aware that it had no authorized omniscience or any corner on the final answers for ETV. However deeply we believed and continue to believe in our conclusions, we did not expect them to command unanimous and instant acceptance. And they haven't! On matters of such moment there must be thoughtful debate, and we welcome it. Our hope was to provide the stimulus for a serious debate which could yield decisive action.

I have spoken of the nation-wide comment which followed the publication of our report, and what I have seen has been overwhelmingly favorable. The relative amount of favorable or unfavorable comment on the details of our report, however, was of less moment than the impressive evidence running through all the national discussion that American citizens are aroused by the discussion and want more from television than they are now getting. They are beginning to sense the great potential of ETV.

I would not hide the pleasure I derived from some of the favorable reactions to our report, especially those coming from quite different sectors of our national community. I recall, for example, CBS's unsolicited pledge of $1 million to the endowment fund of the proposed Corporation for Public Television, payable the day it is chartered. In his letter confirming this pledge, Mr. Frank Stanton said these important things:

> "We at CBS have felt that the approach to a more adequate non-commercial television service should be balanced, realistic, and practical. The report of the Carnegie Commission on Educational Television provides just that. Of equal importance, it does so in the context of reasoned safeguards to assure that educational television be pluralistic in the sources of its support and of its programming and in its administrative controls. .
>
> "(The Carnegie proposal) seeks to weld disparate constituencies into a complementary whole. This is a difficult task. The components are fragile and their joining takes great skill. But the game is worth the candle."

The second reaction was expressed in the unanimous resolution passed by the Executive Board of the International Union, United Automobile, Aerospace and Agricultural Implement Workers of America, urging Federal-state-local adoption of the recommendations of the report. The UAW's statement in which, of course, our fellow Commissioner, Leonard Woodcock, surely had a hand, endorsed the excise tax and proclaimed that: "The Carnegie Commission's program presents to each home a unique opportunity to be a center for learning, where knowledge and scholarship are informally and expertly available. . . Early Congressional action on the Carnegie Commission's proposal will bring educational television past the threshold of its great promise to Americans to know themselves, their communities and their world in richer, more meaningful ways."

II

I am sure that the Commission would wish me to emphasize that in formulating our conclusions and recommendations, we attached greater importance to underlying principles and policies than we did to the details in the report presented to implement these principles and policies.

Let me be concrete about this. The Commission categorically affirmed that the Corporation for Public Television must be private and non-governmental, that it must be insulated to the greatest possible degree from the threat of political control, and that it must be directed by men and women of eminence, talent and responsibility. We believe that so strongly that we went out of our way to state, in one of our formal recommendations, that we would be most reluctant to recommend the other parts of our plan unless the Corporation is brought into being with the primary mission to extend and improve Public Television programming.

The Commission also proposed that the Board of the Corporation for Public Television be made up of 12 appointees, six of whom would be appointed by the President, subject to Senate confirmation, and six to be selected by those appointed by the President. The Board, I should add, would be part-time only as is customary in private corporations. After examining more complicated methods of appointing the Board, we came to the conclusion that this rather simple procedure was, in our judgment, the best. The President's proposal for 15 members all appointed by the President and confirmed by the Senate is somewhat different, but not different enough to raise any fundamental issue in my mind.

We were influenced by the feeling that many other boards and bodies, important in our Federal structure and fundamental to our liberties, are appointed by the President and confirmed by the Senate. We also felt that it was most unlikely that any President would try to pack or control the Board of the Public Television Corporation in the face of the watchfulness of our free press and of our educational and commercial television systems. We, moreover, placed reliance on the independence of local stations in the system we proposed. In addition, a presidential invitation is a proven way of attracting citizens of high ability for public service.

The goal to be kept in mind here is that the Corporation for Public Television must be led by men and women of eminence, achievement, and strength. They should be the kind of people who will zealously protect the independence of the Corporation and who will insure the qualities of leadership and standards of excellence which will be of such importance to Public Television. If there are better ways of achieving these goals by alternate means of appointing the directors of the Corporation, then by all means let them be considered.

Similarly, we adopted the notion of an excise tax to raise the Federal funds necessary for the support of public programming because it seemed to us that there was no other means that was clearer, more easily administered, more consonant with previous practices, and less likely to create injustices. We felt that something of the sort was necessary to meet the essential requirement that the Corporation be spared the political pressures of annual budgeting and appropriations procedures. If the Executive Branch and Congress in their wisdom should prefer another manner of providing support which would also relieve the Corporation of those annual procedures, we would feel that our proposals had been completely sustained. If Congress should approve the excise tax, but require those annual procedures we wished to avoid, then we will have failed, excise tax or no excise tax, and I believe that the whole structure we erected will have been jeopardized. It is the *principle* that I happily waive in favor of a more suitable solution, if there is one. But, the principle is fundamentally important, and any alternative that would compromise the independence of the Corporation should, in my view, be rejected.

The Commission, I hasten to add, felt that Federal funds are absolutely necessary and in amounts similar to the totals suggested in its report, if the Corporation is to be effective. The schedule for building up to these totals we preferred to leave to the President and to Congress. I see one possible problem involved in the proposal that the Corporation rather than HEW distribute funds for station operation. This puts the Corporation in the business of handling funds for instructional television. The Commission felt that the Corporation should not help finance instructional television but felt, rather, that this was the responsibility of the local, state, and Federal educational agencies.

I want next to try to state the fundamental policies and principles of the Commission's report, rather than its details.

First, we tried to devise a system for insuring adequate funds. We tried to create a system that would make it possible to operate an educational television system for all our people that possessed modern, well-maintained facilities, paid respectable salaries to a full staff, and possessed the means to create its own programs and to benefit in the most efficient manner possible from programs created by others.

Next, we designed a system that will not work unless you people of ETV make it work. The ultimate responsibility for the success of Public Television, as the Commission saw it, lies squarely and unmistakably on the shoulders of those who run the local stations. If it succeeds, it is your success. If it fails, it is your failure.

We have tried to provide the tools. The Corporation is designed to serve the local station and to provide strong national leadership. The national production centers serve the local station. The interconnection is a tool of the local station. You will choose what goes on the air. In the long run, you will choose what is produced for national use by deciding what you will schedule and what you will not. As for local programs, you will produce them yourself, with adequate funds, and if they are bad programs, you will have no one but yourself to blame. There is no way, under this system, in which you can escape the responsibility for its working. It is your system.

Each one of you will contribute to the total system according to your abilities, which means that there is no place to hide. I know as well as you that not every station is going to be a WGBH or a WNDT. But at the same time, nobody sitting at a desk in New York or Washington is going to have the power to decide which stations will be large and which will be small. We have tried to assure that wherever there is the ability to create, there will be the means to create. The large cities and the large universities will have an advantage — the advantage of being large. Well, so they may. But on the Commission itself Rudolf Serkin provided, by his presence, evidence that one of the major summer centers for music in the United States is in Marlboro, Vermont — and people from New York and Boston and all over the country make their way to Marlboro to benefit from it.

I must earnestly express the hope to you today that we keep foremost in our minds these principles, policies, and objectives of the Carnegie Commission report. The Commission recognized the great importance of the detailed arrangements it proposed, but it felt much more certain about the rightness of the principles, policies, and objectives it expressed than it did about the detailed arrangements for putting them into effect.

III

Let me turn now to an examination of some of these details because it is in many respects the details which are provoking the most discussion. I have already mentioned the appointment of the Board of the Corporation for Public Television and the excise tax.

Let me turn next to those questions which have arisen with respect to the way that the Corporation for Public Television might deal with problems of coordination, particularly as they might arise in the handling of political campaigns. How, for example, would the Commission's system of public television handle a Presidential or other political campaign?

There are a number of ways in which this question might be answered but let me venture one suggestion:

Certainly a national political campaign should be handled on a live-network basis by Public Television, and it must be planned in advance. Live networking is particularly required for handling a Presidential campaign to avoid any allegations of discrimination. Under Section 315 of the Communications Act, if the stations provide free time to one candidate, they must provide equal time to all other candidates for the office. Measured both in length of time, and in the utility of the time period, if one candidate is put on at prime time, the other candidates must be treated similarly.

I would assume that the Corporation would turn to NET as a logical organization to handle such a program series. I would further assume that in discussion with NET, a plan for equality of treatment would be discussed. As one possibility, the Corporation might suggest to NET the desirability of establishing an Advisory Committee composed of representatives from the major and minority political parties as well as journalists, political scientists, and other experts in the field.

In the event that Congress should amend Section 315, or if it were waived, Public Television would have more latitude legally in the treatment of candidates of minority parties. As a practical matter, however, I would assume that it would lean over backwards to provide completely adequate, if not completely equal time, for minority candidates. The issue of how much time should be given to the candidates is an editorial judgment which NET would make, probably on the advice of the expert panel or panels of the kind that I have described.

Insofar as the individual educational stations are concerned, they are directly responsible to the FCC for the manner in which they handle the political broadcast. An individual station may choose to carry the program or not. However, if the station carries one of the candidates, it must, under the present statutory requirements, carry all other candidates for the same length of time and during substantially the same segment of time. Thus, there is a very firm and well-understood body of law to insure nondiscrimination in political broadcasting, and Public Television would be fully covered by this law.

The question has repeatedly arisen as to how the Corporation for Public Television would avoid directly involving itself in difficult editorial decisions with respect to what news to carry or what controversial programs to report and distribute. There is no single answer to this problem of policy. I would hasten to emphasize that if I were an officer of the Corporation for Public Television, I would want to have the benefit of a series of panels or committees to advise on matters of this kind. Ample precedence for this is found in the National Foundation on the Arts and the Humanities, which is using this means to get objective advice and guidance. The mode of operation of the National Science Foundation also provides relevant precedents. Like the National Science Foundation, the Corporation would be engaged primarily in the business of identifying and supporting worthwhile activities by people, and at institutions which have gained its confidence. NSF does not undertake research and the Corporation will not undertake program production. Just as NSF is careful not to exercise detailed supervision over the research for which it makes grants, so the Corporation is expected to permit maximum freedom of action to program producers. Just as NSF turns to committees of experts to advise it on selection of programs and projects to be supported, so, too, would the Corporation. I think that the success of the National Science Foundation is a powerful argument for the workability of the scheme that has been devised for the Corporation for Public Television.

The Commission was of the firm conclusion that the Corporation should have the authority and responsibility for providing interconnection for Public Television. By interconnection I do not mean the physical equipment which links television stations. It is not expected that the Corporation would manage or operate the physical facilities. It would, however, be responsible for leasing those facilities; to make available the films and tapes to be transmitted; to schedule those transmissions; inform the stations in the system what is to be transmitted and when; and make the decision, when appropriate, to pre-empt the interconnection for simultaneous, live broadcasting. The Commission did not specifically stipulate how the Corporation would handle this responsibility for interconnection, but it felt strongly that the authority and responsibility for interconnection should reside in the Corporation.

One can also perceive the possibility that the Corporation would contract out to NET the direction of a national news program. Of course, production facilities for news would be maintained by the major local stations, but there would be a major task of coordination. Somewhere the responsibility must reside for determining what news is indeed of national importance, how significant any item of news is in relation to other items, and hence, how large a part it will play in any national offering, where and when news of national significance may be expected, and what plans are to be made for covering it. And then, of course, to convert news into programs, it must be skillfully and knowledgeably assembled and a synthesis produced. Without attempting to second-guess the Corporation, it would seem reasonable and indeed likely that the Corporation might wish to contract these obligations out to NET. The right to recommend to the Corporation the pre-emption of the interconnection would be an essential part of the arrangement contracted out to NET.

The Corporation would also, through experience, come to policy decisions about how much time and emphasis would be given to public affairs and live broadcasting. The Commission held strong views about the dangers of letting the system be dominated by a networking operation involving centralized and extensive live broadcasting, but it did not rule out a reasonable amount of this. The appropriate amount of live broadcasting can probably be best arrived at by experience in operating the system.

The Commission also held the firm conviction that the Corporation should establish more than one national production center. It felt strongly the need for the maximum practicable degree of diversity in program production, and it saw no reason why the Corporation in its role of leadership could not coordinate diversity. In all likelihood, the two, three, or more national production centers, in the end, would become complementary to each other, each doing what it does best.

There will, however, be a special relationship, in my judgment, between the Corporation and the present NET that arises simply out of the fact that, to a large extent, the Corporation is an outgrowth of NET. In its report, the Commission looks to NET as the Corporation's first, and in all likelihood, its most important program producer. I feel that there are compelling reasons why NET should have a major role in the Public Television system, and that its skill and experience will be invaluable assets.

I come next to deal with the frequently asked question of how Public Television's programming would differ from that of the commercial stations, and particularly how the national programming for which the Corporation would provide funds would differ from that of commercial television. The most obvious answer to this question is that Public Television would seek to provide those kinds of programs which the public wants and needs, but which are not now available.

Let me use an analogy here with the book publishing business. Commercial television, by its very nature, must concern itself with the achievement of best sellers. Best sellers are important, indeed vital, and their achievement requires exceptional skills; but if our publishing industry addressed itself wholly to the production of best sellers, the public would be denied a great array of books, which it needs and wants, that fall outside the category of best sellers. Similarly, Public Television will produce those kinds of programs which are not specifically aimed at the largest possible audience. Public Television will have, if you will, its university presses, its little magazines, its how-to-do-it programs, its scholarly programs, and myriad programs designed to entertain, to inform, and to delight. Occasionally, Public Television will indeed produce a best seller, but its programming would not be exclusively shaped toward that purpose. In consequence, the whole attitude of its producers, its writers, and all involved in program-making, would be different from that of commercial television. It would be different in motivation and would have a different style. There would be a new freedom to experiment, to innovate, to work without the pressures that arise whenever a program seeks to be a best seller.

In our report we repeatedly said that Public Television was for all the people, young and old. The system we proposed is not a system just for the so-called cultural elite. PTV must avoid like the plague elitism and wretched pedantry.

These, then, are some of my annotations to the Commission's report. The interpretations which I have presented, or the alternatives to certain details specified in the Commission's report which I have suggested, might not find unanimous support among other members of the Commission. They represent my personal interpretations of the report.

I come back to my earlier observation that the principles and goals, which the Commission sought to describe in its report, are of much greater moment than the details; and I would hope that the debate that takes place in this conference and elsewhere in regard to the Commission's recommendations, will keep this firmly in view. If we are to gain acceptance for a really bold program to make Public Television adequate to the needs of our society, there will have to be some changes in the present practices, customs, and operations of educational television. We must also recognize that the Corporation for Public Television must have freedom to evolve sound policies and principles of operation. We cannot formulate in advance all of its ultimate procedures.

Let me next make some observations about the future role of technology in Public Television. I fully agree with the point our technical consultants repeatedly made that our attention should be directed toward what we wanted from technology rather than toward the limitations of technology. We should not let technology control our plans but think of it as a means for achieving objectives. Public Television should seek to shape television technology to its own great purposes.

In accepting this view, it is clear that the technological potential is immense. It is miraculous enough that a box in the corner of the living room should be able to bring us sight and sound from all the world, and even from outer space, but we have only begun to learn the extent of the miracle. We are primitives still in the technology of television, and the possibilities are awesome.

The technical advance of which we are most aware today is the communications satellite, which promises to bring the entire planet to every man's doorstep. But the satellite is merely an item in the conquest that is being made, and we should not let satellites fix the boundary of our future. We are learning today how to accumulate information in its most useful forms, how to move it instantaneously from place to place, how to store it, how to gain immediate controlled access to it, how to process it at great speed and with great skill, and finally, how to display it most usefully to the perceiving mind.

When these unfolding achievements are combined in new ways, staggering possibilities arise. Combine them in one way, and every man at home suddenly gains access to the great libraries across the land. Combine them another way, and every home becomes a university, with the TV student able to communicate with his teacher, and education enabled to reach nearly every educable member of society. Combine them still another way, and the housewife can do her shopping by television. Another way, and there are created community information centers. Another way, and the computer becomes available to the citizen to aid his education and his work. Let no one minimize the immense educational and instructional gains to be found in this new technology if only we master its integration with sound education.

Can we afford to let this new instrument — this super-television — also be constrained to sing a single tune? Shall it be used to diminish man rather than to extend the range of human vision? We have today a small miracle that we do not profit from as we might; can we ignore the greater miracle that we can dimly perceive before us? As we contemplate the potential of Public Television, let us make no little plans in the face of these immense possibilities, and let us build the institutional structures now that will be adequate to these future needs. To fail to do so would be a monstrous blunder.

I return finally to the responsibilities which arise from our dreams. These responsibilities, I repeat, largely vest in you who constitute the educational television community. The almost explosive opening up of new opportunities and prospects for ETV during the past few months impose upon all of us the requirement to be judicial, to weigh alternatives, to take the long view, and to recognize the national goals as we contemplate our local responsibilities.

Of the many things to be done in the months ahead, let me note two. First, there must be follow-through by those who see the promise of Public Television. The reports and proposals are in, but the sustained slugging effort to appraise and apply the recommendations must come from others than the groups which have conducted the studies. You have a great responsibility for this follow-through.

Second, there should be early action to secure from private sources an endowment of at least $25 million for the Corporation for Public Television. This will require an organized, determined effort, and you share the responsibility to get the funds.

But the obligations go beyond the ETV community. The proposals which have been set forth, given the power and promise of television, can have fateful consequences for our society. Let us seek the courage and vision to support those actions which, in the language of James Reston, may, in the perspective of a generation or more, "be recognized as one of the transforming occasions in American life."

COMMUNICATIONS SATELLITE CORPORATION

Address by JAMES McCORMACK
Chairman of the Board
Communications Satellite Corporation
March 6, 1967

Much of the ground covered by the Carnegie Commission and by the President's message to the Congress on new legislation is of course well beyond Comsat's proper sphere of interest.

We can say, however, with propriety and conviction, that both sets of recommendations are clearly on the right track in commending a broadly chartered, non-profit corporation to assist in forwarding the interests of public television.

We can say also, as we have often done before, that in our analyses satellites do indeed offer substantial prospective benefits for public television, and that we are anxious to assist in all ways available to us in making those benefits come true. In particular, and most obviously, satellite transmissions will be able to supply the means for networking and distributing such programs at costs which will at most be very small in comparison with the other costs, especially programming.

The Commission and the President have proposed careful examination of the possibilities of satellite communications for improving the prospects of public television and radio. This is a most welcome recommendation, and Comsat looks forward to joining in the studies. Insofar as the mechanical and cost aspects of long distance transmission are concerned, you may all be assured that the conclusion is an easy one. The advantages of the satellite are there for the grasping. It remains only to work out the means for taking hold of them and using them.

In any case, Comsat expects to be your partner as public television expands into the use of satellites. For that reason, and because Comsat is a new and unique organization, may I tell you a bit about us.

When I have done this, my colleague, Dr. Charyk, will sketch in for you the outlines of how we would propose to fit the transmission requirements of public television and radio into the domestic satellite communications framework.

We are proud that Comsat is the show piece of commercial applications of the national space program. By a wide margin, our endeavor represents the realization of that important objective of the program: that is, to stimulate the fall-out to the general economy of the technological advances achieved by the Government in its enormous effort and outpouring of public funds.

Our Corporation was created by the Communications Satellite Act of 1962 — a very farseeing piece of legislation in many respects.

Comsat is the only organization authorized by law to receive launching services from the National Aeronautics and Space Administration. Comsat represents the United States in international satellite communications, charged by law with achieving global service at the earliest practicable date.

Those of you who may have examined the Act and its legislative history will be aware that little is said about the use of satellites for domestic communications. The reason for this is simple, and is spelled out in the report of the Senate Commerce Committee which sent the Act to the floor of the Senate. It was said then that although domestic applications of satellite communications did not appear to be immediately technically or economically feasible, the Act by no means intended to preclude the use for domestic purposes of the satellite system which the Act directed to be brought into being.

As has so often been the case in recent years, technology has answered its own questions. It is now entirely feasible technically, and highly desirable economically, to make use of satellites for U.S. domestic communications of all kinds.

So, Comsat is a privileged private corporation. Being uniquely privileged, it was proper that the Act establish a uniquely comprehensive scheme of regulation and control over it.

The President nominates and the Senate confirms three of our directors. The State Department supervises our international operations where U.S. foreign policy is affected. The National Aeronautics and Space Administration is charged with examining the technical feasibility of our plans as they develop, and certifying them to the Federal Communications Commission before they can be approved by the Commission.

Appendix B

The Federal Communications Commission itself has many powers over us, one of which certainly qualifies to be termed "unique". That is, the Commission must approve our procurements to assure the fullest and freest competition not only in price but also in validity of ideas. You have my assurance that the Commission has been most diligent in exercising this responsibility.

The Act directed that this new organization, Comsat, be entirely privately financed. The general public has obviously approved of this scheme. The Act included the directive that the initial stock issue be accomplished in such a way as to achieve the widest distribution of shares to the American public. The public response may be measured by the fact that today we have approximately 150,000 individual shareholders of record. You may be interested to know that this is the largest number of shareholders of any communications organization in the country except for AT&T and RCA, and the latter of course has only a fraction of its total interests as a communications common carrier.

With these thoughts in mind, you will understand why we sometimes seem to present our endeavor as in the public and national interest. Indeed, by law, by Presidential directive, by Government organization, and through our very large public shareholdings a number of important public and national interests are deeply involved.

In recognition of our responsibility for developing the technology of satellite communications, it was a year ago this month that we assembled a large conference here in Washington with representatives from the interested agencies of Government and the communications, broadcasting, and aerospace industries to present a model of a satellite system for handling U.S. domestic communications requirements through the years ahead. Our technical and economic model presented at that time provided for educational television.

On August 1, a date set by the Federal Communications Commission, we officially presented our model, refined during the intervening months by countless discussions with all interested parties. A succeeding round of filings before the FCC occurred on December 16, and a third such event is scheduled for April 3. Another milestone was the series of hearings during August before Senator Pastore's Subcommittee on Communications of the Senate Commerce Committee.

Throughout this series of events in which the performance and potential of satellite communications have been examined, we have emphasized that this marvelous new technology can, and in our opinion should, yield benefits for educational TV.

In short, as the responsible private entity in the satellite business since the beginning, and having faith in our judgment as to its potential for public good, we have played and will continue to play a role designed to move as effectively and rapidly as we are permitted toward the realizations of the relevant aspirations of the educational community, the foundations, and the Government.

As we now applaud the Carnegie Commission, let me remind that we have consistently applauded the initiative of the Ford Foundation in dramatizing the financial needs of non-commercial television. Actually, in any fundamentals of interest to this audience, we have differed with the Foundation on only two points. One is that we have questioned that part of their proposal for financing ETV entirely (or in large measure) from transmission savings. We have felt such financing to be a matter of national decision as to the amount of support to be supplied and as to the sectors of the national economy to be levied upon.

Our other point of fundamental disagreement has been on the Foundation's recommendation that television transmission be separated from the rest of the domestic communications market. Such a fractionation of the market would of course be economically and otherwise very painful to Comsat, but we have reasons much more deeply embedded in public policy, however much our own corporate success may be bound up by law and otherwise with the national and public interest. In simplest terms, all of our studies indicate that such a division of the total market requirement — certainly at this early stage in satellite developments — would penalize all users of communications, including the broadcasters, but especially all of the others.

We remain convinced that even initially, and even more dramatically in the longer term, better and more flexible communications at lower prices can be made available to all through a multi-use system under single management.

Dr. Charyk will now sketch in our current model of such a system.

Highlights by Dr. Joseph V. Charyk

Comsat President Charyk outlined the development and successful history of the Early Bird satellite, and its synchronous successors.

Basing his remarks in the main on the technical aspects of satellite communications, Charyk also reviewed Comsat's detailed proposals for a multi-use array of advanced satellites, coupled with a nationwide network of earth stations, capable of providing domestic U.S. communications services of all types.

He emphasized that a multi-service system designed to handle all forms of communications — education, instructional and commercial TV, multi-channel telephone, telegraph and high-speed data — offered greater flexibility and the promise of greater economies than specialized systems.

Comsat's proposals have been set forth in filings last August and December before the Federal Communications Commission. Further filings by Comsat and other parties are due next month.

Dr. Charyk pointed out that if a go-ahead were to be given, an initial experimental period might be provided, enabling participants to demonstrate or test their uses of domestic satellite transmissions before a full-scale system is placed in operation.

FORD FOUNDATION

Address by McGEORGE BUNDY
President, The Ford Foundation
March 7, 1967

The most striking thing about the position of educational television at this moment is the difference which we have here in the beginnings of March 1967 from the situation that it was the last time this group came together. . . . That difference reflects a national awakening. We have had a part in it. Mr. E. William Henry is too generous in his description of my part in it. The Carnegie Commission, which was in the field before we began to work on the particular proposals which have been involved in discussion in this last year has had a major part in it.

And now, of course, following upon the promise in a short phrase in the State of the Union Message, the President himself has taken the lead.

And the atmosphere has changed.

That message is not merely a landmark in the history of educational television — it is a remarkable act of political leadership, because what the President has done is to have his staff look at all the things that all of us have said in the last year, talk to all the people involved, and then in consultation with them to frame a program which can practically move this cause ahead without delay while at the same time it leaves the way open, not only for further discussion and examination of some extremely interesting, important and difficult points, but for the learning which will come to us as we begin to act in public television, with the Public Television Corporation, with public funds, and with independence of position and power to steer the course.

This change in what is now clearly national policy at the executive level and what now clearly has strong influential and knowledgeable support on the Hill is a change which is, I believe, long overdue and which should mean to you all what it means, I think, to all of us at the Ford Foundation who have been so deeply concerned with educational television for so many years; that there is at last a serious prospect of escape from the constraints of terrifying poverty.

I know it sounds foolish to talk in extravagant language of that sort, being in a comfortable hotel room, and you have all had a large breakfast.

But the truth of the matter is that what has held back non-commercial television in this country is the constraint, the over-powering constraint of funds which simply do not enable it to do what it ought to be doing for the public as a major, independent, self-managing part of the total television system in the United States.

I had an amicable discussion this morning with our colleague who comes from the National Association of Broadcasters, and I find that there is on their part a desire for amicable co-existence and a flattering concern about what may happen. I think that is reasonable, because I think there is bound to be competition for attention. There ought to be competition for attention. There will not be competition for the advertising dollar and in my judgment there should not be.

But we must all hope that the time will come when the system of public television, together with a cognate system of instructional television — when services of this sort, of a level of interconnection and variety that we none of us can now readily conceive — will be available as a part of the general national television service.

There is room here for all kinds, and there is surely no room now for unreasonable nervousness about what you all may do with this new freedom and with this new independence in the service of non-commercial television, because it is really rather like an elephant being frightened of a mouse.

The current total income of non-commercial television is what — on the order, I think, the Carnegie Commission found, of $60 million. The revenues of commercial broadcasting are on the order of $3 billion.

There is room for growth.

Now, I am not going to take time to do what I gather every other speaker has done, which is to deliver a funeral eulogy over the proposals of others in this field and say how imaginative and forward-looking we are.

The truth is that what unites us is much greater than what divides us. And this is clearly the case in the relation between the thinking and the proposals of the Ford Foundation and the thinking and the proposals of the Carnegie Commission.

Appendix C

We would much rather, I think — it would probably be healthier for us to be accused of having differences in context than if we were accused of ganging up. Foundations alternate in the public eye in Washington between being much too powerful and much too confused and divided to be able to get their business done. I think it is probably better for us to be seen in the latter guise most of the time.

But fooling aside, we are in the hardest kind of agreement with the Carnegie Commission on its basic proposals.

The basic proposals are really, as I read them, three in character.

That there be a Public Television Corporation, so set up as to be independent of the normal processes of repeated review, authorization, appropriation and other supervision by the Congress; that there be adequate funding from federal sources for that corporation; and that the mission of the corporation be to give effective support, both to the diversity and to the national strength of non-commercial television rechristened — and here we strongly agree that the choice of the Carnegie Commission is inspired — rechristened "Public Television".

There is difference of emphasis, certainly, much of it arising from accent.

Our proposals, related as they are to the potential of the satellite, emphasize the power of national interconnection; but the Carnegie Commission provides for ten full hours of national broadcasting funded at a level far higher than the five hours now funded through NET.

Their proposals speak warmly and with continuing emphasis upon the importance of diversity. The Ford Foundation, through the years, has had perhaps more than any other private organization to do with the existence and support of a variety of separate kinds of non-commercial television stations, a variety of experiments and what-not commercial television won't do, and diversity indeed is at the heart of the power of satellite communication.

The viewpoint of the satellite is that with its multiplicity of free or inexpensive channels, we think they should be free, and we think they should be productive — with its multiplicity of channels it can provide more than one occasional interconnection — it can provide a variety of continuing interconnections and provide on a national level, by horizontal slice through national audiences, if you will, the kind of diversity which the Carnegie Commission so graphically emphasizes by a geographical slice among the national audience.

So I submit that the agreements are indeed much more powerful and much more significant and much more serious than divergences. And I strongly agree with what the Carnegie Commission report itself says, and what I think Mr. Killian represented yesterday; that where there are differences in emphasis as to the relative value of strong national programming and strong local programming as to the ways in which different kinds of programs take their place in the schedule, it is experience that will be our best teacher. Because it is well to remember, as my friend Friendly keeps reminding me, that the real point about all this is that this kind of television in the widest sense has not yet been invented. We have glimmerings of it, there have been moments of grandeur. But what will really happen when there is a national service of the kind described in the Carnegie Commission report we none of us yet know. And we will have to learn by doing.

Now, just as Mr. Killian, in my view quite properly, and his commission, have not tried to take formal positions with respect to proposals which fall on the edge of their center of concern, like ours, with respect to the management of satellite communication, so we do not take a strong position on the question of what specific tacks will be most in the public interest. We share the view that the manner of dedication is more important than the specific source of revenue. It is fundamental that there not be a constant scramble over every line item in an enormous appropriation bill. It is fundamental in a sense that the Congress itself should be protected from an appearance of immediate responsibility for the specific decisions of a corporation whose independence is critical to the whole enterprise. But whether the best way to do this is by an excise tax or by some other form of dedication of revenue is a matter which it seems to us can properly be left to the careful and searching inquiries the question is sure to get in Congressional hearings in the coming months.

If we have any difference — and it would be a difference of emphasis and expectation — on this question of resources with our friends in the Carnegie Commission, it is that we would be inclined to believe — and I am not now speaking for a formal position of the Ford Foundation trustees, but rather of the way the matter has come to seem to us who have been working on it over the year, we would be inclined to believe that if anything this most statesman-like, most eloquent report, understates the promise of the future, and understates the eventual needs which the public itself will assert for this means of communication. And I think we may well find, if we come together in meetings like this ten years from now, that what strikes us most about the proposals of 1966 and 1967 is how cautious they were.

Now, the next and immediate step, however, on which we can focus our attention is that there should be quick, effective, well considered action in response to the President's message. And here we are very fortunate, in my judgment, in the quality, in the depth, and in the perception of the bill which I believe was prepared within the administration and which has been submitted by Senator Magnuson. That bill has profited from a number of different commentators and critics. I am sure it is Jack Gould's doing that it gives a full role to non-commercial radio as well as to non-commercial television. It leaves the road open for any kind of new arrangement for satellite communication, and that is important to us, and we think important in the public interest. It makes it clear that there will be no legal obstacle. We never thought there was for ourselves. But now it is made clear in the bill that there should be no legal obstacle to free or reduce rates. And more than that, the bill is open to the future; it speaks in a very interesting passage of non-commercial system or systems. And clearly it looks to the day when the number and variety of activities in public and instructional television will be entirely different from what it is now.

Well, gentlemen, as I say, I don't wish to weary you. I would emphasize only what I believe other speakers have emphasized — that the distance between a bill and a signature, from the President's pen on the message to the President's thousand pens to his thousand friends, is long. And I very much hope that as many of us as possible will earn one of those signature pens.

Now, one last word.

These things will not end with this bill. The bill itself is an interim measure, designed to give time for further study of urgent questions which still have to be resolved. It is important, therefore, not only that we stay in business in support of these proposals, but that we stay in business to prove the meaning and the value of the whole enterprise. We in the Ford Foundation expect to be in this business, expect to be concerned with the future of non-commercial television, expect to move towards a greater emphasis upon the needs and upon the understanding of instructional television.

We also hope to play our part in the coming year by giving support to a series of experiments which can show the power of immediate and live interconnections. The most interesting and perhaps in one sense the largest that we so far have on the drawing board is the proposal for a Sunday night experiment which is under discussion now with Columbia University — and if any of you have questions on that, I will be glad to take them. The object is the same as the object of all our efforts. It is to move understanding forward by seeing what can be done. We have great hopes for it. We think it has great excitement in it. We think that it is eloquently described in a number of the passages in the later parts of the Carnegie Commission report which talk about what public television ought to be doing.

We will be in this business, as I say, this year, next year, and until there is no further need for our support.

We believe ourselves that that day will come, that this enterprise, like other great national enterprises, will make its way with public support, and that that public support will show itself through educational systems, through funding from all levels of government, and from private support where private support is needed, and that foundations whose duty it is to be where the new troubles are will be able to move on with pride in their part in the beginnings of a great adventure.

But that time is not yet. And I expect we shall see each other again before it comes.

It is lucky for you, I think, that you have chosen this trade. You have every reason to have great pride in it. And it is on that note of pride and of independence and of freedom that I would conclude — and in order to demonstrate again the underlying harmony between our views, I think, and your views, and those of Dr. Killian's commission, I would like to read you the last two paragraphs of the Carnegie Commission report.

"If we were to sum up our proposal, with all the brevity at our command, we would say that what we recommend is freedom. We seek freedom from the constraints, however necessary in their context, of commercial television. We seek for educational television freedom from the pressures of inadequate funds. We seek for the artist, technician, the journalist, the scholar, and the public servant, freedom to create, freedom to innovate, freedom to be heard in this most far-reaching medium.

"We seek for the citizen freedom to view, to see programs that the present system by its incompleteness denies him. Because this freedom is its principal burden, we submit our report with confidence. To rally the American people in the name of freedom is to ask no more of them than they have always been willing to provide."

Thank you.

A COMPARISON OF THE ETS AND CARNEGIE REPORT
Nationwide ETV Cost Models

By DR. WARREN L. WADE

In December, 1966, Educational Television Stations, NAEB, published a report titled *Educational Television: A Five-Year Projection.* This report indicated ETS's predictions for number and types of ETV stations and networks likely five years hence, with estimates of the costs associated with building and operating the stations and networks. In January, 1967, the Carnegie Commission on Educational Television released its comprehensive report, *Public Television: A Program for Action.* This report also contained, in much greater detail than the ETS projection, numbers, types and costs for anticipated ETV stations in coming years.

Because these reports both deal with essentially the same problems, they have been analyzed here as to their similarities and differences. The fact is that the ETS and Carnegie nationwide ETV cost models are markedly similar. The differences, are in detail, not substance. Both present station models by category, capital cost estimates, operating cost estimates, and a time schedule for implementation. The essence of each model is presented in comparable juxtaposition below.

STATION MODELS BY CATEGORY:

Both reports suggest 5 classes or categories of stations. The table below makes evident the similarities between the two models in terms of categories and numbers of stations in each category. Both models assume future ETV stations all will be operating at high power and high (1,000') antenna height, with over 90 hours weekly of programming, of which much would be in color. The ETS model was not specific about which stations would be able to produce programs in color, although it is assumed that probably all A, B and C stations would have that capability. The Carnegie Report Model limited color production capability to its 20 key stations.

Model Source Category	ETS AA	CC KEY	ETS A	CC FLAG	ETS B	CC STN.	ETS C	CC BASIC	ETS D	CC RPTR.	ETS TOTAL	CC TOTAL
Now on the air	12	20	34	24	27	40	24	15	21	14	118	113
Needed in 5 years (ETS)	0		24		25		54		143		246	
Needed in 12 years (CC)		0		16		35		60		156		267
TOTALS	12	20	58	40	52	75	78	75	164	170	364	380

Note: ETS = Educational TV Stations Division model data
CC = Carnegie Commission model data

AA or key station. Both models describe this category as a national (and regional) source of program production. This will be made possible by very large multiple-studio production facilities, mobile units, and highly qualified staffs.

A or flag station. Both models describe this category as one with multiple studios (probably two) and a small mobile unit. The Carnegie model views this category of station as a production center for local use and regional exchange.

B or standard station. The ETS model describes this category of station as one with 2 studios and a mobile production capacity both smaller than the A model. Carnegie describes its Standard category station as one which would have 1 studio and a very small vidicon-camera-equipped mobile unit. Local and exchange production would be its stock in trade with the emphasis on the former.

C or basic station. Both models describe this category as one with a single small studio (2 image-orthicon cameras) and no mobile production capability. Expectations for local production in this model category are very modest in the Carnegie framework.

D or repeater station. The ETS model describes this category as one with minimum video tape and film chain origination capabilities ("canned originations") but, for the most part, without local production facilities. The Carnegie model describes its Repeater Station as one which has no "canned" origination capabilities at all, and depends strictly on microwave program-feed for its broadcast day.

COST MODELS: ETS, CARNEGIE COMMISSION

Both the ETS and Carnegie models present estimated capital and operating costs for station construction or remodeling, interconnection, and operations. The essence of each cost model is summarized in the table below.

Categories	ETS	Carnegie
Construction of new stations	$246,750,000	$571,000,000
Remodeling of existing stations	120,687,500	
Construction of intrastate interconnection	25,000,000	42,000,000
National Program centers		8,000,000
Total Term Capital Needs	$392,437,500 (5 years)	$621,000,000 (12 years)
Per-Year Capital Needs	$ 78,437,500	$ 51,750,000
Station operating budgets (Annual)	$153,000,000	$162,000,000
National & regional instructional and non-instructional program service (Annual operations)	125,000,000[1]	23,000,000[2]
Interconnection costs (owned systems plus leased systems, interstate plus intrastate) (Annual operations)	7,200,000	13,000,000
Corporation		15,000,000
Per-Year Operating Needs	$286,200,000	$213,000,000

Note: (1) Ford Foundation estimate in the ETS model

(2) Refers only to national production center budgets; it excludes Key stations and other station production costs (these are reflected in the station operating budget).

MISCELLANEOUS SIMILARITIES AND DIFFERENCES

The ETS model makes no specific recommendation or indication as to how the funds for the development and operation of non-commercial TV are to be collected, managed, and allocated. The Carnegie model makes specific recommendations for the accomplishment of these functions and proposes to establish the Public Television Corporation as the primary vehicle.

Both models assume that national interconnection could be accomplished via satellite, but both also include similar cost figures for ground links.

The Carnegie model provides for the establishment of 2 major national production centers in addition to the national production capacity of its 40 key stations. The ETS model mentions only one.

The ETS model recognizes a range of factors as being relevant to the establishment of stations of varying categories in given areas. These factors include: (1) number and type of higher education institutions in the area; (2) enrollment and quality of public education there; (3) incidence of cultural and adult education institutions; (4) existence of other ETV stations in the region; (5) geographical factors; (6) local political relationships and historical developmental factors; (7) existence of long-range planning for ETV; and (8) existence of strong local ETV leadership. The Carnegie model recognizes population as the primary criterion for the establishment of stations of particular categories in given areas. However, some additional criteria are applied in sparcely populated states.

Finally, the ETS model suggests that the nationwide system is to be developed in a period of 5 years. The Carnegie model is designed for accomplishment in a 12 year period.

ETV PROGRAMS AND AUDIENCES: CURRENT FIGURES

By DR. WARREN L. WADE

In *One Week of Educational Television,*[1] their fourth biannual review, the Morse Communication Research Center of Brandeis University and the National Center for School and College Television surveyed the program schedules of 115 educational television stations broadcasting during the week of April 17-23, 1966. The report covers a description of the stations, programming patterns and sources, and the general character of the program schedules and audiences.

Since 1961, the number of ETV stations on the air has more than doubled, with more than half in the VHF band; 60 percent of the stations which began broadcasting after the 1964 survey are UHF, a prelude to future developments in use of the remaining educational channel allocations. Of the total 115 stations, 33 percent are licensed to community organizations and 29 percent to universities, the rest are owned by state departments of education or school facilities.[2] Both large and small communities in 40 of the 50 states have access to ETV. A third of the stations belong to regional networks and by 1967, some form of interconnection is anticipated in more than half of the 50 states.

A total of 5,688 hours were broadcast during the sample week, representing nearly a 17 percent increase in the weekly average since 1964. The newer licensees are also the heavier broadcasters, averaging nine hours more than stations that began operations from 1962 to 1964. Of the 115 stations, 39 broadcast at least 6 days weekly; only 16 stations had weekend service in 1964.

As a program supplier, *NET was the largest single source* of ETV programs for the first time. NET provided 31 percent of all hours broadcast during the sample week and 65 percent of all cultural programming. Since 1964, local production had *decreased* an overall 10 percent and 18 percent in programs for schools. National, regional and state agencies accounted for 53 percent of all air time and 12 percent of school programming from outside sources. The largest single source for televised instruction was MPATI.

The clear majority (57 percent) of ETV time is going to the general audience; the arts alone made up 18 percent of the sample week schedule, replacing science as a major programming concern. Children's programs accounted for 10 percent of the sample week time. In-depth examination of public affairs topics remains ETV's basic approach to news, and there is a growing interest in various types of in-service programming to special groups such as teachers and physicians. Finally, program titles indicated that ETV is not only willing to deal with controversial subjects at the local or national level, but is also beginning to project a less "high-brow" image with more feature films and sports reports.

The audience for ETV is also growing.[3] Since 1961, the ETV audience has more than doubled. In March, 1966, coincidental telephone surveys were conducted by 46 NET affiliated stations during the evening hours. Results of the survey estimate that approximately 14 million persons in over 6 million homes can be called "regular" ETV viewers; in addition, the current instructional TV audience (unduplicated enrollments) is approximately 6.3 million.[4] Altogether, some 20 million people are making some use of educational TV each week.

According to the NET survey, the average share of the weekly audience for VHF stations runs around 22 percent; the average share for UHF stations is about 11 percent. An average program rating for VHF stations finds 2-3 percent of the sets in use tuned to ETV; for UHF the figure is only one percent. This means that at any given weekday hour — non-instructional hours only — ETV is being viewed by 700,000 to one million people. While there is little evidence of any change in the composition of the ETV audience since 1961, about half of the viewers of an average ETV station are probably not college-educated. ETV can be assumed to be broadening its appeal. The following table presents the comparative audience figures for 1962 and 1966:

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[1] *One Week of Educational Television.* Number Four, The Morse Communication Research Center/Brandeis University and The National Center for School and College Television, 1966.

[2] WNYC, New York, New York, is the exception, being the only municipal station in the nation.

[3] Data on viewers presented with permission of Wilbur Schramm, Stanford University Institute for Communication Research. A more comprehensive account of audience size, composition and program preferences can be found in *The Audiences of Educational Television: A Report to NET* by Wilbur Schramm, February, 1967 (Mimeo).

[4] *Summary of Student Enrollment* by Edwin Cohen, National Center for School and College Television.

Appendix E

Audience	1962	1966
Homes reached weekly	1.8 - 2.8 million	5.1 - 6.1 million
Viewers (not counting children exposed to ETV only in school)	4.5 - 7 million	12.2 - 14.7 million
Pupils taught in part by TV in schools	2 - 3 million	6 - 7 million

In 1966, the nation's 115 ETV stations provided more program service during longer broadcasting weeks than ever before in ETV history. ETV programs are also reaching more than twice as many viewers as they did in 1962.

ETV PROGRAMMING IN 1972:
The Opinions of Selected ETV Program Managers

By DR. SERENA E. WADE

In January of this year, members of the ETS Program Service Board and Program Committees* were asked to submit projections of their 1972 program operations. They were given these assumptions, based on the ETS 5-year model.

— operating budgets approximately 50% above present levels;

— facilities include mobile unit(s), and color production and broadcast capability;

— operating at full-power, 7 days per week, 52 weeks per year; with capability for 100% reception both at home and in school;

— capability for cost-free intrastate, regional and (either directly or via regional centers) national interconnection;

— a second [UHF] channel will be available in the top 30 population areas;

— regional and national 2-way interconnection capability; access to program library facilities; computer access for data research and program locating.

Here is the consensus of these program managers regarding their projected 1972 programming policies and schedules.

1. BROADCAST SCHEDULES: not much change in hours for specific services seen for 1972 other than agreement with the above basic assumptions; daytime hours devoted to school, college and adult ITV, women's and children's programs; after-school teacher training and general interest programs for children; evenings given to news, programs of general cultural or public service type, college credit courses, programs of practical application; expanded weekend service in local live programming and repeats of selected weekday programs. Total hours 8-120 per week.

2. ITV PROGRAMS: continued in-school broadcasting with increased service in areas of special need or where qualified personnel are hard to find; much less repeat programming — second channels to carry large part of repeat load; increased use of new formats such as programmed instruction or inquiry methods; addition of pre-school, compensatory and vocational education programs; expanded in-service training for teachers.

3. PROGRAMMING SOURCES: a wide range of expected source percentages show approximately 15-50% national network, 5-20% regional network, 10-50% state network, 20-30% local, with the remainder from other syndicated or library sources.

4. COSTS & MANPOWER NEEDS: minimum of 75% and more likely 100% increase in budget seen as necessary for projected 1972 operations; staff needs seen to increase 100-500%; salary scale raises from 20-30% needed to attract and hold trained personnel; increased unionization pressures envisioned, but "union shop" not necessarily inevitable; increased use of non-technical personnel and student trainees; substantial increased costs due to color, might be offset by increased use of facilities; greater cost increase to be devoted to increasing program "quality"; national plan for development of skilled manpower seen as major need.

5. CONTRACT PRODUCTION: continued or increasing production for NET, state/regional networks, government agencies, etc.

6. NON-BROADCAST USES: increased broadcast schedules will reduce time available for non-broadcast functions such as recording and duplicating if stations are not operating round-the-clock; interconnection (state, regional or national) should reduce need for large scale duplication; *small scale* semi-automated storage and retrieval systems to be available in some stations.

7. NON-BROADCAST PRODUCTION: increased services via closed-circuit or 2500 MHz, for school and colleges, and for professional training to physicians, lawyers, engineers for government agencies and others.

*** ETS BOARD COMMITTEE — Chairman, Jack McBride, KUON-TV, Lincoln, Neb., William Hale, WGTV, Athens, Ga., James Robertson, WHA-TV, Madison, Wisc., Donald Quayle, Eastern Educational Network, Cambridge, Mass., Otto Schlaak, WMVS-TV, Milwaukee, Wisc.**

ETS PROGRAM COMMITTEE — Chairman, Otto Schlaak, Hill Bermont, WGTV, Athens, Ga., Robert Larson, WGBH-TV, Boston, Mass., Jonothan Rice, KQED, San Francisco, Calif., Zoel Parenteau, KCSD-TV, Kansas City, Mo., Chris Donaldson, KTCA-KTCI, St. Paul-Minneapolis, Minn.

Appendix F

THE SIZE AND GROWTH OF THE SCHOOL TELEVISION AUDIENCE SERVED BY ETV STATIONS DURING THE PAST FIVE YEARS

By EDWIN COHEN,
*Executive Director, National
Center for School and College Television*

At present there is considerable speculation about the significance and impact of instructional television. While research about television as a teaching instrument is plentiful, there is no reliable information about the size and growth of the school television audience. After more than a decade of availability, *how many U.S. students actually use television in their classrooms?* While this number clearly has increased over the years, *has the increase been due solely to new transmission facilities and overall growth of the school population,* or *does greater acceptance of television help account for the expanded audience?*

To answer these questions, the National Center for School and College Television (NCSCT) is engaged in a special 3-phase study. Part I seeks to establish *the number of different students using classroom television.* Part 2 deals with the *growth pattern of television in education over the past 5 years.* Part 3 attempts to identify and describe *factors related to gains and losses in the school television audience.* Preliminary conclusions based on the first two phases of this study are presented below.

SIZE OF THE SCHOOL TELEVISION AUDIENCE

In the U.S., the traditional unit used to measure the size of the school TV audience is "student enrollments." The term means the sum of "student exposures" to regularly televised instruction. Employing this approach, students who regularly view lessons from 2 instructional series are counted twice in total television enrollment figures. Thus, previous reports of total enrollments have necessarily overstated the actual number of individual students using television.

Based on its study of enrollment data, NCSCT has determined that the number of different elementary and secondary school students using broadcasts provided by ETV station was:

1961-62 school year	2,250,000
1965-66 school year	6,550,000

It should be emphasized that while these figures account for most of the school students receiving televised instruction, they are incomplete. The figures refer only to students in schools officially participating in the instructional service of ETV stations. Undoubtedly, many additional students use the service even though their schools are not formally affiliated with it. More importantly, the figures do not include the school audience of MPATI (about 585,000 for the 1965-66 period) nor the currently unknown number of students reached by closed-circuit, ITFS and commercial television transmissions. Reliable figures for the closed-circuit and ITFS audiences are now being compiled by the National Education Association.

Using the NCSCT figures only, and in relation to the total kindergarten through grade 12 public school enrollment for the 2 periods, *ETV stations served about 6% of this enrollment in 1961-62 and nearly 16% in 1965-66.*

GROWTH OF THE SCHOOL TELEVISION AUDIENCE

The absolute size of the school television audience does not fully describe the growth of school television over the past 5 years. When increases in the total school population were taken into account, the NCSCT study revealed that for *43% of ETV stations the school audience decreased moderately during this period.* The study noted *modest increases for 26% of ETV stations broadcasting in 1961-1966, marked audience increases for 27%,* and *no change for 4%.*

Five year change in audience size were analyzed further by comparing the total school population within the reliable coverage area of ETV stations with the actual number of students served by television. On this "penetration" basis, *the average ETV station served almost 11% of the reachable school audience in 1961. By 1966 the corresponding figure for the same stations was about 19%.*

Since the penetration calculation is based on the use of television in both elementary and secondary grades, and since television is used predominantly in elementary education, *television was actually used far more in elementary and far less in secondary education than the percentages indicated.*

Although analysis of the factors influencing the size of the school television audience is still in progress, certain generalizations have emerged. *First, the total audience for school television is growing rapidly. Second, where it is available television is reaching substantial numbers of students, especially at the elementary level.*

Appendix G

INSTRUCTION BY TELEVISION: WHOSE RESPONSIBILITY?

By LEWIS A. RHODES

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National Association of Educational Broadcasters

I — THE PROBLEM

The Carnegie Commission chose not to deal extensively with Instructional Television, and in light of its original purposes and the present state of the "ITV field," it probably made a proper choice. The development of a plan for public television such as Carnegie's appears considerably less complex than the task of untangling, making sense of, defining, and planning a program of action for "instructional television."

Television itself has contributed to the confusion. What is known as "instructional television" became available to education at the beginning of a time of change when all of the familiar "constants" of education and society were becoming "variables"; and it, in turn, contributed to increasing the pace of changes which, in turn, affected and still affect our concept of TV in education.

ITV therefore has developed like a crystal in a super-saturated solution — without form or definition, sprouting in several directions at once. The term ITV itself has characterized at times a type of production, a type of utilization, a form of transmission, and even equipment. The models for ITV production, for the broadcaster were taken from already familiar program formats. The models of ITV classroom utilization, for the educator, were taken from already-familiar AV supplementary media.

ITV, to paraphrase an old adage, may exist only in the eye of its beholder. The label itself may indeed be such a limiting one that it has hidden the concept of applying television's characteristics as a communication tool to the many concerns of modern education that are basically problems of moving ideas, resources and people. The NAEB, in its plan developed for the state of Iowa, pointed out that "what one normally thinks of as instructional television is really instructional material presented through the television medium. Like all instruction, it can be very bad, or quite good; it can be related or unrelated to bonafide educational purposes. It is more than just a technical system; it is a mechanism through which educators can have at their disposal more effective means of accomplishing educational objectives which they feel require serious attention, more effective leadership, more effective coordination, and more direct support."

The medium of television itself, like any tool should be perceived and understood by its uses. A "saw" for instance, we know is to be used for cutting. We choose a particular type of saw, e.g., hand, power, crosscut, etc., according to the material we will work with and the quality or quantity of the work load. A new tool generally lacks this definition until it is perceived to relate to the needs it is to serve. Television, it is generally acknowledged, has not been used to meet the needs and objectives of education. This has been due to a great extent to the limited perceptions of the education community which, with limited practice in meaningful analysis of its objectives, and lacking experience with most technology, has been unable to adequately define these needs and relate them to unfamiliar tools such as television.

Although we may feel that instructional television properly lies and should be studied in the context of education; and although we may not be able to agree on a simple definition for ITV, the fact remains that something called *ITV* is receiving a lot of negative attention lately.

This evidence of disenchantment has to be a concern of ETV stations that currently devote up to 60% of their programming time to school television and receive at least comparable financial return for it. This has to be a concern of any conference dealing with the long range financing of ETV or Public Television stations.

Most will recognize the statement of the Carnegie Commission regarding the "small" role played in formal education by ITV, the "disappearance" of which, with minor exception, "would leave the educational system fundamentally unchanged," as only the most recent of a series of comments and actions by observers of the educational scene that have been appearing with mounting frequency during the past year.

For example: —

—During the hearings of the Sub-Committee on Economic Progress of the Joint Economic Committee of Congress, ITV was characterized by Maurice Mitchell (President of the Encyclopedia Britannica) as "perhaps the most expensive and disastrous single failure in the history of educational technology."

—In the Fund for Advancement of Education publication, *Learning by Television,* the authors Murphy and Gross began the first paragraph with a quick answer "no" to their question as to whether television has made a real impact on, or worthwhile contribution to, American education. There is "scant evidence" they

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Appendix H

reported, "that many of the schools and colleges that use TV have . . . substantially improved the quality of education. . . . The really innovating schools . . . are doing little with television."

—When the Ford Foundation filed its comments on the satellite proposal before the FCC, they included an essay *Instructional TV,* by Wilbur Schramm. The author pointed out that "ITV has been, in many ways, a disappointment. Measured against the great promise of education its uses have so far tended to be rather insignificant . . . In a sense ITV has not yet had a real test in this country. It has not had a sufficient resource base or been used in the way it works best. Even more significant, we have not used it in the schools that most needed it, or applied it to the great problems where there is a 'felt need' for it. What instructional TV has been is not the measure of what it can be."

—And finally, since actions speak louder than words, there is the recent direct action of a midwest school system which, when faced with a budget deficit, found that after ten years ITV was still one of the first services that could be cut from the budget without really affecting the on-going system. While fortunately this action at present stands alone, there are other reported hints of possible negative action in at least two ETV-equipped states where the decision will soon have to be made as to whether limited educational dollars should be removed from the support of television and be applied to what appear to be more effective ways of dealing with the critical problems of our time.

While the present critics of instructional television acknowledge that there have been many good illustrations of instruction by television, that children can and have learned from ITV, and that some of the blame can be laid at the doorstep of education for not adequately defining and relating its needs, we must objectively admit that the essence of their charges are true, and for this we must share the responsibility. Television has not been applied to the real educational problems in our society; television has not proved to be the promised "window on the world", but has been instead a "mirror on education", reflecting some of our most inadequate classroom and administrative practices.

It may appear ironic, and unfortunate to some, that at the time when the subject of ETV, or Public TV, is being brought to the nation's attention for public support, the educational community has begun to put onto paper, and into action, some of its doubts about ITV. Actually, what is unfortunate is not that the doubts are being expressed, but that some educators and some of the public view them as being related somehow to ETV and not to education.

II — PERSPECTIVE ON INSTRUCTIONAL TELEVISION

In order to adequately discuss the Carnegie recommendations regarding instructional television and to generate designs for the future development of television as a tool *of* education, it will be necessary to draw back and attempt to gain a perspective on the past ten to fifteen years of ITV development. This may be difficult to do, not only because we are so close to it, but because ITV is still young, lacking form and constantly being affected by and affecting a society and educational system that are changing at an ever-increasing pace.

A. A Changing Society and Educational System

It might be said that the problems of education are about one generation ahead of those individuals who can effectively deal with them. Most members of society, including the present managers and operators of our educational system, are children of what might be termed a pre-McLuhan age. This is evident in two ways:

1. Having been raised without experiencing most of the technology that is available today, it is difficult for the present generation to think of it as an alternative to present methods. In fact, technology is frequently seen as a problem in itself rather than something to be used in dealing with problems. The NEA, NCSCT, and the EEN concluded from their jointly-sponsored *Conference on the Future Uses of the Satellite in Education* that "since it is difficult for many of us to conceive the range of alternatives already at hand, it appears to be next to impossible to accept that the wildest dreams one might have can well be a reality and entirely feasible within a relatively short time. Hence, an inability to step completely outside one's current way of operating is entirely natural. It is relatively hard in education to envision ways in which the presently recognized goals can be realized."
2. Maturing in a day when straight forward, lineal, cause and effect solutions appeared to sufficiently meet the problems of the times, it is again difficult for the present generation to understand the comprehensive nature of the problems that beset society today which call for sytem-encompassing, total field, general approaches for effective solution.

Education can no longer be viewed as a function separate from the rest of society, but as a societal force that involves the community, the home, and the individual in a process throughout a lifetime.

It is interesting to note the similarities in the criticisms of our educational system from observers at two extremes — one, the educ-industrialists of the new knowledge industry, and the other, the restive students on our college campuses. Both point, in their own ways, at a system that has lost sight of its objectives and its concern for the individual learner. Similar thoughts have also been expressed by representatives of the so-called "culturally deprived" who point to a basic system which cannot meet the needs of normal children in abnormal surroundings.

Education stands as an excellent case study of how man, in creating and operating a system to attain certain basic objectives, builds a rigid system the operation of which becomes a goal in itself, and which frequently obliterates his original objectives. The simple basic requirements for learning — an individual with available resources and guidance — have been lost as we have attempted to accommodate the basic needs of a democratic society for mass education. To achieve the proper balance between quantity and quality the learning environment must be structured. The elements of this environment, time, space, guiding personnel, informational resources and other students, are the "pieces" that education has manipulated in order to operate efficiently.

Responsiveness of this environment to the individual learner has been lost because education has accepted the structuring of these elements as "constants". *Time,* we have chosen to treat rigidly — with bells ringing every forty to sixty minutes; *space,* we have tended to apportion in 900 square feet rectangles, similarly equipped; *personnel,* we have tried to cast all in the same mold — creating a general practitioner who can teach, present information, and do clerical — housekeeping duties in a common ratio of 1 to 40; *information,* we have developed and stored in separate compartments primarily on paper; and finally the *students* themselves we have locked into a common pace in similar manageable groups of 30 to 40.

In a time of rapidly expanding knowledge and accelerating change, conventional education (and the television system unfortunately created in its image) can no longer fit into these rigid bindings formed over the years. The difficulties involved in breaking out of this mold, — of regaining sight of our basic objectives, — have become the concern of the public and the object of much foundation and governmental support. Almost all of what has been classified as "educational innovation" over the past 15 years, has been concerned with breaking into this rigid environmental wall that had been created around the individual learner. Attempts at modular time scheduling, flexible school design, team teaching, curriculum reform, the development of presentational media and system, and variable grouping and progress plans have all been attempts to "free up" *one part* of this environment. Unfortunately, for this very reason — the fact that the attempts were primarily being made at only one point in the environment — most of the efforts, including instructional television, have been less than successful. Those few institutions that were not afraid to "shake the whole web" have discovered that only comprehensive change can be implemented effectively. Curriculum reform in these institutions has involved a change in teacher role, a change in student grouping and responsibility, new ways to apportion time, and frequently different space requirements.

These institutions that have flexibly matched their methodologies to the educational requirements of a modern society are still relatively few, however. Much of the rest of education still fails to realize that it no longer has a realistic alternative to the concept of comprehensive change. This process requires primarily a re-thinking of basic purpose, a selection of priorities and alternatives, and the creation of validated systems to achieve these purposes. There are many encouraging signs that the pressures of modern socio-educational problems, of cost-efficiency requirements, of the need to humanize education are already forcing these insights before the knowledgeable educator. What he lacks at present, is valid experience with the process he must undertake and a valid demonstration that it is logistically possible to deal with education's most pressing

B. The Creation of the ETV-ITV Sub-structure

Although biologically it would be impossible for an animal to take on the characteristics of its wet nurse, in the nonbiological world of education this is just what happened. With no other source of support, outside of foundations, the developing system of educational television stations began to take on the characteristics of the educational system that provided, although scantily, its nourishment. The stations therefore grew up dependent upon and nurtured by an educational system that itself suffered from conceptual short comings.
problems.

1. Production Practices

Education, even before television, was accustomed to the outside production of its curriculum materials. It was only natural then, especially with an unfamiliar technological medium, to farm out the developments and production of instruction by television to the specialists at the new stations.

The television specialists took as their models the formats with which they were familiar in film, radio, and commercial television. These techniques, while mostly unmotivated in instructional settings, would not have been limiting if it were not for the fact that they were coupled to the prevalent misunderstanding of what teaching really was — the talking face. To many people, unfortunately, this became the trademark of instruction by television.

To the present day in many communities, education has been slow to involve itself with the use of television, and so stations have found themselves not only producing and transmitting but with the additional responsibilities for evangelism, salesmanship, and frequently subsidizing the instructional program.

2. Utilization Practices

Many educators saw television as "another weapon in the arsenal of audio-visual aids for the teacher" and therefore patterned their classroom utilization of the televised instruction after their use of other AV aids. This meant utilization primarily as a supplement to a general practitioner who frequently did not have the time or desire to be supplemented.

The ETV station accepted the idea of the supplemental instructional program for, stressing enrichment, it usually had broader objectives, a more generally defined audience, and, could be made more "interesting" thereby providing greater appeal for "parental peeking." Of additional merit was the fact that since it did not require drastic changes in the classroom procedures, supplementary TV was far easier to "sell".

Some stations, primarily with foundation support did develop complementary programs — programs that frequently required changes in the learning environment, e.g., large classes, team teaching, schedule changes. For the most part, when foundation support was withdrawn these stations switched to supplemental-enrichment programming because of the difficulty in selling the basic educational changes that accompany a complementary — major resources format. Significantly however, a study today of the utilizing schools who had to make the changes in their learning environment to accommodate television, would show that many stayed with these changes even after television may have been dropped, and have gone on to develop even more flexible school organizations.

3. Research

As with any new medium, television was first seen as a competitor to the more familiar media such as teachers, films, and books. This spawned eight to twelve years of research on comparative *effectiveness* and the development of the "no significant difference syndrome." It is possible that now we are about to enter a second phase of research, prompted by "systems" thinking — that of comparative goal *achievement*. In other words how does what television can help us achieve compare to what another medium can help us achieve?

4. Personnel

The development of personnel for ITV was frequently an example of a "self-fulfilling prophecy". Because of what seemed to be the limited format of instruction by television the idea developed that there was less of a "creative" challenge in the direct communication of ideas in formal instruction then there was in the scattering of culture to adults during the evening. Because of this, and frequently because of a work overload, producer-directors frequently served only as directors, with the teacher absorbing the production responsibilities. In some cases this beneficially helped to develop educational personnel who, because of a lack of stereotypes about the medium, actually drew ahead of the station personnel in their knowledge of how the medium should be used in instructional communications. In most cases, however, a decline in creative effective production techniques resulted in a corresponding decline in effective communication with the learner, and the furtherance of the idea that creative production personnel were not needed for instructional television.

5. Support

As previously mentioned, in building the current sub-structure for ETV, educational stations had to use the financial resources of the schools. In some few cases today the stations have developed their structure to the point where the schools feel that it is no longer applicable to their instructional concerns. This feeling of being "used and then abandoned" by the ETV station is not common, however, for most stations still must depend to a great extent upon the local educational institutions for support in the budget and guidance on the advisory board. This means however that station income is tied closely to supporting the present local establishment in education. Money to produce programs that are not immediately marketable is hard to come by. In addition, since many stations see themselves primarily as transmitters, support for production must depend upon the income from transmission. This seldom provides sufficient additional funds to provide the proper staffing and educational leadership required to establish broader, systematic use of television in the local schools.

III — QUESTIONS FOR THE FUTURE

The Carnegie Commission properly recommended that a major program of research and development in instructional television be undertaken to discover, within the full context of education, the manner in which television can best serve education. They asked the question "whether, in a given educational context, television has a role of its own to play in relation both to a set of educational objectives and to the full battery of educational tools available. If television contributes to the quality of education, or makes possible a greater quantity of education, it will take its place as a tool of education, but it is in those terms that it should be approached and ultimately judged." In other words, to paraphrase Alexander Pope, "the proper study of instruction by television is instruction".

The answers to the questions that the Carnegie Commission suggests will not be found in any library, in the files of an association, or at a conference. The answers that are required will not be "found" at all but will be created and developed as television is increasingly applied in education. As with all answers, they will be hard to discover unless we are willing to ask the basic questions that will provide primary direction.

For instance:

1. What business are we in?
2. What is our medium?
3. What is the place of the ETV station in education?
4. What should be the nature and source of support of instruction by television?
5. What is our relationship to other educational transmission, storage and display services?

1. What Business Are We In?

There is no one answer to this question as it relates to American ETV stations because of the variety of ownership and management patterns. However, the choices that are available to the stations *are* common.

There is an old story about the buggy makers who did not have a wide enough frame of reference to realize that they were in transportation business. When a new mode of transportation came along therefore, they held their ground and had it cut out from under them. It is said that if they had known that they were in the transportation business they would still be operating today as automobile manufacturers.

Does ETV station management see itself in the business of transmission or production, or both? If the answer includes "production" then the next question is, does the station see its job as providing "communication" or "educational" insights to the production? If the answer to this includes "education" then the final question might be, is the station to be a leader to a more effective educational system, or just a follower and reflector of whoever gives it support?

Is the station management's frame of reference broad enough so that if it is a school-supported station it understands its obligation and need of commitment to provide the nonformal aspects of continuous education — the areas that are not, at present, supported by tax dollars in this country? If the station is community-supported is its frame of reference broad enough to include services that are *of* education and not only services *to* education?

2. What Is Our Medium?

This may seem to be a strange question to be asking but frequently with a new technology it is easy to mistake attributes for essence. In some cases this has already happened with television.

Gagne in his book, *Conditions of Learning,* does not bother to list television as a separate medium. Instead he lumps it with film under the category of "pictures that move, with sound". What Gagne and others may have missed is the primary reasons why we choose "electronic pictures that move, with sound". This reason is a *logistic* one. We turn to television primarily for its distributive attributes. As a logistic tool it can be applied to most situations where we have problems of moving information, ideas, and, frequently, people.

The concept of television as a logistic tool is not prelavent either in education or in much of broadcasting. In fact, some completely valid logistic uses of the medium are frowned upon by stations as not being "good television". A common hierarchy of "good television" might be that a general cultural program for adults is better than a lecture for adults, which is better than a lecture for kids in school, which is better than an in-service course for industry or teachers, which is better than a school staff meeting being conducted by television, etc.

Outside of production factors, the "good" use of broadcast television to meet school needs should depend upon whether the logistic capabilities, i.e., the coverage area of the station and potential audience, match the logistic needs of the program source. It is even possible that we should not be seeking to define "good" television at all, but attempting to discover what good television allows us to do.

Most of the problems faced by educational institutions today fall within the category of logistic problems of communication. They are problems of *distributing* information, whether in the form of limited resources, personnel, or ideas; effectively *organizing* and preparing information; and the effective storage, *management,* and preservation of information.

Schools without an understanding of television as a logistic tool that can be used to meet communication needs will be unable to effectively use television. Schools will need assistance in the proper analysis of their communication problems, and stations will need to survey the communication logistic problems in their areas to attempt to match their services and the coverage of the station to these problems. In some cases, a station service may be transmission, in others, production only. But the local educational institutions need to know what the station resources are, and, what alternatives the station provides in order to reach which ends.

In recent years because some stations had inadequately defined their own medium and their own role in education, schools that had been using television found that in order to gain flexibility, and in some cases control of content, they had to move to other forms of television transmission. In some cases this was an overshift, for while the school gained control and flexibility it had to sacrifice some of the quality that is gained by the spreading of production costs over a larger population. The development of libraries, commercially-produced programs, and the availability of ETV stations, that would serve as production facilities may help to ameliorate this quality problem, but they may create another if they overlook the essential differences between television "programs" and television as a logistic medium.

3. What Is the Place of the ETV Station in Education?

The changes in education and society, coupled with a mobility of population and the need for life-long learning brought on by increased automation, are forcing upon us an entirely new concept of education. Charles E. Silberman, writing in *Fortune* magazine, said "in the long run, new informatioin and teaching technologies will greatly accellerate the decentralization of knowledge and of education that began with the book. Because of television and the mass media, not to mention the incredible proliferation of education and training courses conducted by business firms and the armed forces, the schools are already beginning to lose their copyright on the word 'education'. We are returning to the classic Platonic and Jeffersonian concepts of education as a process carried on by the citizen's participation in the life of his community. At the very least, schools will have to take account of the fact that students learn outside the school as well as (and perhaps as much as) in school."

Television in general, as Silberman pointed out, is helping to create this basic change in the idea of "the school". Educational television stations could be one of the prime instruments in the alteration of conventional concepts of schools and instruction. The basic question, however, is whether stations, as presently conceived and supported, can afford to take leadership roles in promoting new conceptual frameworks for instruction. How can a station hold on to its "market" and yet still encourage development of better instructional patterns? At the present time the truly innovative flexibly organized school can not use most broadcast station services because of the lock-step provided by the station schedule. What are the transmission and/or production possibilities for a broadcast station working with a flexibly-organized school?

Can the broadcast station afford to maintain an "educational" staff qualified to deal conceptually and practically with all levels of local education? If the station has the desire, but can not afford to maintain and sell more effective instructional systems, where does it turn for help? *Professional organizations:* Would it not be in the station's best interest to promote within its professional or trade organization an educational capability that can provide the services that are beyond station resources? *Industry:* Will the leadership come from the new industries that have the resources and risk capital to promote the creation of what will eventually be more lucrative markets? *Government:* What is the leadership role for the U. S. Office of Education? Is there a need for a study group comparable to the Carnegie Commission to study the relationships of instruction and technology — to help visualize education's changing roles under the pressure of meeting national needs, developing individual intellectual powers, and providing for continuous education, and to suggest priorities and the present-day alternative means to obtain these goals?

4. What Should Be The Nature And Source Of Support For Instruction By Television?

Many of the current problems involving instruction by television, as we have seen, appear to be grounded in the question of support.

Some people feel that instructional television as a logistic tool *of* education should not have a distinct image or visibility of its own, requiring separate funding apart from the end it is being used to achieve. In other words, funds to cover the cost of instruction by television should appear in the budgets of academic departments and curriculum areas. In Federal and state education acts, television costs should be included in content bills such as humanities, science, adult education, vocational education, etc., and not be provided for separately.

This would provide funds for the software; for the hardware should the Federal government provide a "facilities act" for instruction by television? If not, is there a way to provide facilities on the basis of the objectives the equipment will be used to achieve? Should the Congress be urged to include television more significantly than it has as an implementing tool in all of its education legislation?

The Carnegie Commission reported that "the manner in which an instructional program is distributed is secondary, so far as its service to education is concerned, to the manner in which it is produced." They suggest that the sub-structure of stronger local stations would benefit the instructional users. Besides improving the program producing capabilities of the local ETV station through equipment and programming grants, should the Public Television Corporation make grants for ITV production?

If, as it appears, the Public Television Corporation could not make grants for ITV production, will Public Television Corporation-supported programs be available for school use regardless of the form of transmission system that will carry then current trends in school organization, methodology, and facilities are leading to a better environment for use of non-formal instructional-type programs? Dial access systems, computer storage, independent study carrels, etc., now make it feasible and necessary to have access to the types of informational and cultural programs that will be available through the Public Television Corporation. If Federal funds are being used to produce public television programs, can stations legally demand exclusivity of transmission since federal funds must produce maximum benefits? What will be the role of the local station in providing these programs to the schools? Distribution agent? Library?

As the systems of education become more complicated and more costly, education's decision makers will demand to see demonstrations of proven effectiveness. What should be the source of funds for research and development that will create demonstrations that are system-encompassing and not unrelated projects or experiments as at present? What would be the advantages of seeking research and development support through industry rather than government?

5. What Is The Station Relationship To Other Educational Transmission, Storage, And Display Services?

At the present time, most ETV stations are "television" to the schools in their areas. In the future the station is going to be looked at as only a single transmission, and possibly production, resource. The needs of education, as stated before, have led some institutions away from broadcast television to closed circuit and 2500 mc systems in order to gain flexibility and content control. This does not necessarily mean, however, that the institutions need, or would desire to have the problems that accompany the ownership of the facilities. In the future, institutions will require multiple electronics services that could well be provided through an educational cooperative that might lease three channels of television today and five tomorrow, two channels of high quality audio and one data transmission line today, and slow-scan lines, the next day. Is the perceived role of the broadcast educational station broad enough to include broader electronic communication services or is there a need for another electronic communication organization in our educational society?

The key to effective learning is seldom a medium. Material presented on television can stimulate learning, feed it, reinforce it, but the quality of learning depends to the greatest extent on the *planning* behind the total learning situation. The lack of adequate planning must rank with or above the lack of proper support in creating the present discontent with instructional television. While specific programs may be well planned, the inability to plan effectively the entire learning situation for the student often neutralized the effect of the television lesson.

The benefits of planning of each element of a learning situation are one of the chief benefits that may accrue from the concentrated resources of the new knowledge industries. This will also, however, provide competition to the stations and television production centers that have had the market to themselves until now. For instance, at the present time only the most primitive form of validation, made retroactively, is done at most stations. What will be the effect on the ETV station of the commercially planned, produced and *validated* program materials that will soon be offered to the schools?

IV — THE RESPONSIBILITY

Television will continue to make "no significant difference" until we begin to use it differently and significantly to deal with the critical problems facing American society and its educational system. This will involve new patterns of problem analysis, a focus on the learner, and an awareness and understanding of technology. Until that day comes when the managers of education, like the managers of industry, take to themselves the management and creative use of their own tools — the leadership responsibility will have to be on those present practitioners who know the medium whether they currently see their role as a part *of,* or a service *to,* education.

ETV'S EXPANDING ROLE IN INSTRUCTION

By DR. HAROLD E. WIGREN,
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INTRODUCTION

Last year I was asked to speak at the AASA Convention on the topic, "ETV: An Unfulfilled Promise?" and in that presentation I assessed in retrospect where I considered ETV had fulfilled its promise completely, where it had fulfilled it only partially, where not at all. Today I've been asked to extend that discussion still further by considering "ETV's Expanding Role in Instruction" — this time projecting toward the future, rather than looking in retrospect at the past. I am choosing, therefore, to consider this presentation as Part II of my last year's presentation and am, in fact, building upon it. I view the two discussions (the past and the future) as the components of the whole — the directions in which I see us moving in the uses of television in our educational programs. As we look toward the future, it is important at the same time to keep our eyes on the road behind. It's much like looking in the rear view mirror while driving. I'm a better driver when I can see what's behind as well as what's ahead! It gives me my bearings.

LOOKING IN THE REAR VIEW MIRROR

During the past two years there has been increasing disenchantment with ITV in many parts of the nation. This has stemmed largely from several factors:

1. The difficulties encountered in attempting to adapt TV to the instructional program. Scheduling has presented almost insurmountable problems, especially at the secondary school level. Administrators are reluctant to reconstruct their school programs around television; television has been technologically incapable of adapting itself to the school program.

2. There has developed in some school districts a gulf between the curriculums of the school and the curriculum mapped out for television. All too often the two fail to mesh and the teacher must decide between the two, with unfortunate consequences.

3. There has been a recognized lack of high quality program materials for ITV nationwide and very little exchange of programs between stations.

4. There has been an unwillingness by many teachers to consider TV seriously as a basic tool of instruction.

The Carnegie Commission on Educational Television in its report *Public Television: A Program for Action,* released January 25, 1967, assessed the present ITV situation this way:

> "The general attitude of the Commission toward instructional television was recognized to be ambivalent. That there resided within television the power to make massive contributions to formal education was clear. That from time to time, and from place to place, instructional television has made impressive contributions, was readily conceded. Some of them are of considerable significance and breadth: the Chicago Junior College of the Air, the Hagerstown experiment, the extensive and ambitious South Carolina instructional system, and the Midwest Program for Airborne Television Instruction come at once to mind. But the Commission, and most of those who either appeared before it or were interviewed in the field, clearly believed that the role played in formal education by instructional television has been on the whole a small one, and that nothing which approached the true potential of instructional television has been realized in practice."

The Commission later continued:

> "The Commission believes, however, that the deficiencies in instructional television go far beyond matters of staff and equipment. It is of much greater consequence that instructional television has never been truly integrated into the educational process. Instructional television, like instructional radio and instructional motion pictures before it, lies outside the process, put to incidental or occasional use as ancillary material. With minor exceptions, the total disappearance of instructional television would leave the educational system fundamentally unchanged.
>
> "Even the claims made for instructional television by its most passionate defenders are in their essence defeatist. It is maintained that students learn as well from television as by conventional

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Appendix I

means, or that television can educate more cheaply. Such statements scarcely intimate that there is a powerful new medium of communication capable of making its own impress upon the process of education."

In the light of this, what can we say of its future? What are the chances that ITV will occupy a more expanded and central role in instruction? Will we be able to solve the scheduling difficulties which plague us, improve the quality of our programming, overcome the inertia of the educational community, harness television to the school curriculum rather than having TV map out its own program? Will we be able to make TV more central and less peripheral in instruction? The answer is: *we will* and *we must!* There are encouraging signs which clearly point to an expanded role for TV in our school program in the days ahead. To mention a few:

1. *There is an excitement in the air about ETV's possibilities, which is contagious.* Not since the early days of ETV — and not even then — has there been such a national dialogue on ETV's potentialities. The Ford Foundation started it back in August with its imaginative proposal for a domestic satellite system to serve not only educational television but instructional television as well. The Report of the President's Commission on National Goals made this statement: "By 1970 every school in the nation should be equipped for instruction by television." In his State of the Union Message before Congress this year, the President pointedly referred to ETV in this manner: "We should develop ETV into a vital public resource to enrich our homes, educate our families, and provide assistance to our classrooms." The NEA, in a recent statement, said: "It is unthinkable that the medium of ETV should *not* be utilized to the full extent of its usefulness as a teaching tool." John Gardner recently remarked: "There are terribly exciting possibilities for educating everyone everywhere through the medium of open-circuit television. Television provides a means of extending the campus beyond the school." Most recently of all, the Carnegie Commission recommended: "that federal, state, local and private educational agencies sponsor extensive and innovative studies intended to develop better insights into the use of television in formal and informal education."

There seem to be new resolves on the part of all facets of American life to "make ETV work" and to regard it as an essential element in the total educational process.

2. *The quality of instructional television programs is improving.* Although the improvement is still slight in relation to the whole, there *is* definite improvement, and I've been greatly heartened during the last three months at this swing upward.

The National Center for School and College Television and the Great Plains Instructional Television Library have underway a nationwide search for high quality program materials which is beginning to pay off. The Eastern Educational Network has done pioneering work in encouraging instructional quality and inventiveness in instructional programming. The NEA, through its Stephens College Symposium, and the NAEB, through its Project for the Improvement of Televised Instruction, have both made contributions to encourage local school districts to experiment with new program designs and new patterns of utilization. It's barely a trickle and we have a long way to go, but I think we have turned the corner!

3. *The technology of television itself is becoming more sophisticated and more flexible.* New alternatives are emerging for ITV's use which open up new ways of making the medium more adaptable to school needs. Closed circuit cable installations and the FCC's new Instructional TV Fixed Service (2500 MHz) in the microwave band of the spectrum have presented new methods of distributing to schools within a given area high quality ITV productions done in topnotch production centers, or in large ETV stations. Often local school districts lack high-quality production units but, with closed circuit or 2500 MHz facilities, they will soon be able to videotape ITV programs from open-circuit stations all night long, if need be, then store them and replay when they need them on their own multi-channel facility. This would make for a happy combination of quality and flexibility. A one-channel TV operation simply cannot serve the range of instructional needs required by a local school district. Even a four channel facility finds itself strained to the breaking point. The technology is improving and while four channels are better than one, enabling schools to repeat programs more frequently for various classes, six channels are better than four and twleve will give even greater flexibility. As more channels are made available and flexibility and accessibility are enhanced, teachers will be able to deal with television as they deal with other resources in the school program. Its use will become less a "celebration" and more a daily routine procedure for the communication of ideas. The use of low cost storage devices coupled with two-way communication feed-back mechanisms in conjunction with TV presentations, the advent of low-cost video tape recorders — and eventually, video records — open up exciting possibilities for TV.

The Carnegie Commission pinpoints this technological development as it relates to ITV:

> "In its consideration of technological advances, the Commission has dealt at times with matters of considerable significance to instructional television. The most important of these are the low-cost storage devices, whether by television or by motion-picture techniques. The outstanding characteristic of such devices is that they promise to return to the classroom the flexibility that the present use of open-circuit broadcasting denies it. The teacher can select the program, play it at the moment of his own choosing, replay it at will in whole or in part, interrupt it for his own comments — in sum, fit the program to the needs of his own classroom as he understands them."

4. *The teaching profession itself is becoming more and more accustomed to new approaches to teaching which require shared responsibilities.* The team teaching concept has taken hold in many school districts, and this team approach is being extended in several communities to include the TV teacher as a member for the teaching team. This is an encouraging sign and one which indicates that teachers are themselves recognizing that teaching in 1967 is entirely different from teaching in 1957 or 1937. It requires many competencies and many skills which only a team of specialists can make possible. TV can bring such specialists to every classroom. The concept of the ungraded school also makes for less rigidity in scheduling and for better integration of TV into the school day.

5. *New concepts in the use of spaces for learning are emerging which will support the use of television in various types of school situations.* School buildings are being designed with more flexibility and versatility which lend themselves enormously well to television's use in the school program. Flexible use of space to accommodate the use of television in large and small groups opens up new possibilities for TV. Television itself enables modifications to be made in the institutional arrangements of education to facilitate change.

FUTURE DIRECTIONS FOR TV IN INSTRUCTION

There seem to be emerging on the horizon certain promising new directions for the expanded use of instructional television in our school programs. These deserve mention because they have within them elements or "seeds" which seem worthy of cultivation as we move ahead with our uses of the medium. To mention a few:

1. *There is developing a trend toward the establishment of instructional communications systems, with television becoming the core of the instructional package rather than an ancillary appendage.*

If this trend continues, instructional television will become part of a larger instructional complex which includes computer-assisted instruction, dial access, information storage and retrieval devices, slow scan TV, facsimile, film loops, and other media.

The technology is growing and makes more visible each day the intimate relationships linking television, as a vehicle for information, with libraries, archives, data processing, and data transmission. Both *intra*state and *inter*state models of educational communications systems have been developed as part of the NAEB project on Educational Communications Systems. Oregon has been the prototype for the intrastate system. Minnesota is following close behind with a state plan already developed and published last week. Soon to come are educational communications plans for New York State, and for the states of Iowa, Nebraska, and Michigan. An interstate model is being developed in the midwest under the aegis of Purdue University, Indiana University, and the University of Illinois.

The Iowa plan calls for an Educational Communication Center to serve not only as a center for technical and production operations, but also as a center for educational planning and development looking to more effective use of resources in teaching and learning. In addition, it would serve as a means of more effective teaching, adding new subjects and new syllabi to the curricula of the state schools. The Iowa State ETV Report describes the telecommunications system in this manner: "The Iowa System would provide color video and TV audio facilities, 2 high quality FM channels, 2 teletype circuits, at least 16 telephone channels. It will be able to transmit core-to-core computer data as well as facsimile, slow scan TV, electrowriting, slow-speed data services such as on-line interaction between the computer and the human user at a distant keyboard. Many of these functions might be carried on simultaneously. Others would be accomplished during off-peak hours of the 24-hour operating day. Interconnection with regional and national networks would be foreseeable."

In short, the development of stationwide educational communications systems — not television alone, but television as the basic component of the system — is already underway in several states of the Union. This will make TV an integral and basic part of the whole communications system package in such states.

Taking a hint from the Carnegie Commission, we must find TV's role in relation to "the full battery of educational tools available." The field of instructional communications is developing as a professional field in its own right, encompassing the developing and application of a vastly enlarged spectrum of media and materials to the processes of instruction. No area of professional specialization — ITV being one — has an exclusive claim to the emerging field of instructional communications and technology. To be effective, TV must become a major part of a broader strategy of instruction.

2. *There is a trend toward more cooperative efforts in program production and exchange.*

It is becoming increasingly evident that local stations, particularly closed circuit and 2500, do not and will not have the resources or manpower to undertake the quality productions which are imperative if ITV is to survive. If every spot along the road — every hamlet — strives to produce its own programs, there will be such a proliferation of inferior programs that ITV will soon vanish into oblivion. High quality programming mandates money and resources; educational institutions will of necessity be forced to cooperate in program development — on state, regional, and national levels. This cooperation will likely take two forms: (1) interinstitutional cooperation in program production, and (2) the exchange of programs between stations. This will bring about a new type of teamwork between school systems within a state. It will also enable high quality programs produced in one state to be shared with other states so that the program efforts of West Coast cities might be shared with those of East Coast cities, and vice versa.

There will likely develop, also, specialization between stations so that each station will be programming that which it has the resources most adequately to produce. Boston would certainly be in a position to produce programs in early American history; Denver, the westward movement, Miami, the Caribbean or the Golden Crescent. The future will see much cooperation in program production which will allow each station to use the best the other has to offer.

Local programming will of course also be done but only to a limited extent. I foresee large regional production centers on the horizon which will combine the best features (and advantages) of both local and national programming.

3. *There is need for a major program of research and development in instructional television, designed to discover, within the full context of education, the manner in which TV can best serve education.*

A laboratory for experimenting with new approaches, formats and program design, and for trying out new ideas is sorely overdue in instructional television. I would recommend that such a laboratory be developed, similar to an agricultural experiment station, which would be free to experiment in new uses of the medium in the school context. A national or several regional laboratories for this purpose, or closed circuit or 2500 MHz installations, might serve as "farm clubs" to try out new program ideas on a more limited and controlled basis before applying them widely in ITV programs produced by schools throughout the nation. This kind of experimentation could prove to be very valuable. Examples of typical experiments could include such things as the following:

> New program designs promoting inquiry and applying program learning techniques to television. Take one small bit of the curriculum and try out several approaches — one for visually minded, one for slow learners, one for disadvantaged.
>
> Instead of producing a series of 30 programs, each done the same way, why not produce 3 programs ten different ways (suggestion by Dr. Elizabeth Wilson of Montgomery County, Maryland, Schools)? Produce small segments, 6 to 10 minutes in length, for specific purposes for a given instructional situation.
>
> More experimentation with exploring one subject or topic in depth rather than giving a superficial coverage or overview of several topics. More "post-holing" and less random surface treatment of problem areas. Again, the Carnegie Commission touches this point: "TV should enable us not only to see and hear more vividly, but understand more deeply."

More attention is needed to designing programs as *learning* instruments rather than as *teaching* tools. Because education is not a "stuffing" operation, the only enduring learning is a process of *in*quiry — not *ac*quiry. Yet, at present we are plagued with too much talking face, too much monotony and not enough variety, and not enough involvement of learners in the programs. Experimentation is, therefore, needed to move us toward more creative and imaginative uses of the medium for instructional purposes. ITV must rise beyond the image it all-too-often gives of being little more than visualized radio. We must make it an operational and dynamic learning tool rather than a static and verbal teaching instrument. There is need for more programs which are open-ended, which pose alternatives and problems, and which raise questions rather than give answers.

4. *There will likely be a more expanded use of TV as a distributor of resources rather than a transmitter of formal programs.*

ETV tomorrow probably will not be at all like ETV is today. Instead of presenting formal TV "lessons" and courses, ETV will increasingly move in the direction of presenting TV units, segments, short sequences. More and more the cathode ray tube will be used to present nonprogramatic materials — *fragmentary, short sequences, edited-down concepts,* rather than the formalized TV programs with theme music and highly stylized presentations. TV will then become more of an information handler rather than a creator of more information. As such it will become a workhorse (or a truck!) in the school program, serving as a distributor of films and other resources to classrooms with the control in the hands of the teacher rather than in the television studio. The cathode ray tube will become an information handler as well as a teacher.

5. *There will likely be an increase in the use of television for small group and individualized learning.*

The Carnegie Commission report admonishes that "we must enlist television in the service of diversity." They were referring primarily to public television, but the same advice holds equally true for instructional television. As the Commission points out, we have come to see that since the technology of television lends itself readily to uses that increase the pressure toward uniformity, there must be created a means of resisting that pressure. In ITV we have concentrated far too much on the uniformities — the mass instructional needs — and not enough on the individualized, diversified needs of learners. ITV can offer students a bombardment of learning opportunities — a fielder's choice of possibilities. This is not to say that TV should not be used for large classes; it is to say, rather, that television should serve more fully both mass instructional needs and the pluralistic needs of specialized groups within the larger educational complex.

With technological developments as they are, we no longer need to bring learners to television, instead we can bring television to learners. Because of the technology, we'll now be able to adapt TV to individualized learning needs in a way never before possible. From necessity we have often been forced in the past into accepting large TV classes when we would have preferred small group TV classes or even individualized learning from TV. No longer need we think of TV as a mass instructional device; it can soon be adapted for use with small groups and individuals, working in carrels at the back of the room or in a library alcove.

In Japan I was intrigued when observing the use of TV by only a small group of students at the front of the room — a listening post idea with earphones hanging on the post. Several children would take the earphones, plug them in for a specific program, and then listen and watch, with no one else hearing or paying them the slightest attention. A whole new world of possibilities seemed to open up.

It is likely that portable TV receivers will also be of increasing importance in the individualization of instruction. *More and more families are tending to buy a second TV set to supplement the family's living room set, so there will be no competition for the set among the members of the family. We are fast moving toward individual TV receiving sets which are transistorized just as we now have transistor radios.* These will be used for instructional purposes and for systematic professional training. The Japanese have already moved in this direction with their *"Tummy TV" sets* which are quite the vogue now around the country. I predict we'll be seeing more of this type before too long. This will combine flexibility with individualization in instruction.

6. *Unquestionably, there will be an expanded use of television for providing professional growth opportunities for teachers and principals and also for providing training programs for substitute teachers and para-professionals.*

TV has already fulfilled its promise in this respect, but there is much yet to be done in using television creatively for this purpose. We need to give teachers the opportunity to see themselves at work and to see other teachers doing special things. We have used TV at four universities for self-appraisal and self-evaluation of student teachers, but we can extend and expand our uses of the medium to the in-service education program as well. In addition, there is need to use the medium in the training of substitute teachers for whom few training courses are now provided. We could do courses in child growth and development, show observational sessions with children at work and play, provide help with classroom management. Likewise, we could use the medium for training of para-professionals, teacher aides. We're going to have need for them by the carloads so why not use the TV medium to help get them ready for their work in our school programs?

TV offers an ideal opportunity for the individualization of the teacher education in-service program. Not all programs need be for everybody. A wide variety of choices might be offered via television to meet individual teacher needs. Teachers can view these program opportunities at home or before school or whenever the programs can be most conveniently scheduled.

7. *There will likely be an expanded role for TV in dealing with controversial or sensitive areas of the curriculum* with which teachers are hesitant to deal and *which require both education and savoir-faire.* There are certain areas of the curriculum which teachers are hesistant to tackel publicly (and for good reasons): sex education, narcotics, race relations, and Communism are typical examples. It would seem that television might adequately deal with these subjcest because it offers an impersonality that would remove it from sensitivity by the community. A school district might well include a back up series for parents to parallel its in-school series.

8. *There is already a recognized need for courses for a growing number of junior colleges. TV can help provide these courses immediately.*

With the rapid proliferation of junior colleges on the American scene, there is urgent need for televised course materials that can quickly be woven into the overall fabric of their instructional programs. Several possibilities present themselves. A series of guest lecturers who might be brought in with a distinguished lecture series to augment the regular college faculty would be warmly welcomed by most junior colleges at the present time. The shortage of personnel and the wide range of subject matter courses to be encompassed mandate increased resources for these very important schools.

An instant Harvard is not easy to come by! But TV can help relieve the strain and ease the problems.

IN CONCLUSION

Unquestionably, we are standing on the threshold of some significant breakthroughs in our uses of television in the instructional programs of our schools and colleges. To make television central in the work of the school does not mean that we must re-design all of American education in order to make room for television. Rather, it means that the educator himself must look at creative and imaginative ways of using the medium to accomplish his purposes.

Educators have felt all too often that TV was being "forced" on them by outside groups. In some respects, TV became another label for by-passing educational decision makers. This has caused some resistance in some quarters and an unnecessary pulling back from what would otherwise be considered a golden opportunity.

The fact that media use might free the teacher from routine tasks is not a main or primary reason for using the tool and indeed seems to presume that teaching is largely drudgery, which it certainly isn't. The overriding reason for using a given resource is that it improves learning. The justification should be in terms of the learner — not in terms of making the teacher's job easier, as desirable as that might be. Further, we should not allow ourselves to fall into the trap of implying that learners should be protected from the insufficiencies and incompetency of unprepared teachers. Our goal for using media must be a more worthy one.

It is my firm conviction that the best results in using TV are obtained when the initial effort is made by the professional educator himself rather than somebody "operating" on him or circumventing him. Fortunately, the climate is changing with respect to the acceptance of TV by the educational community. It is changing because educators at long last find themselves free to make their own decision on the basis of what is best for children rather than on other considerations.

ITV *will* have an expanded role in education because it has a vast contribution to make. It is not an "unfulfilled promise" but an "opportunity unrealized!"

UNESCO's chief of Mass Communications, Henry Cassirer, in a recent article entitled "Some Thoughts About Educational Television" prepared for the magazine *Television in Education*, states:

"Only when the objective [for using TV] is clearly conceived, when all concerned are firmly convinced that the need is pressing and can find no other solution with equal effectiveness, will TV be accepted as a central element in the educational process. If there are no such needs, let us forget about television. It is too costly, too problematic to be toyed with at random. Yet, the fast pace of modern society, the educational revolution which society is undergoing as part of its rapid transformation, leaves little doubt about the fact that without recourse to the whole gamut of tele-instructional media, man will not be able to meet the challenge of his time. To select the essential priorities in this strategy is the first condition for the valid application of TV."

INTERNATIONAL ITV

By DR. WARREN L. WADE

In late 1965 and 1966, 23 case studies of educational media systems from 18 countries were made by inter-disciplinary teams of educators, economists and media specialists from the International Institute for Educational Planning, a UNESCO-established organization. What follows here is a short summary and selected quotations from *The New Media: Memo To An Educational Planner* by Wilbur Schramm, Philip H. Coombs, Friedrich Kahnert and Jack Lyle.[1] It should place the problems faced by ITV in this country in broader perspective.

How are new media being used?

Media can be and are being used in all regions of the world and in all sorts of countries and cultures to help meet a variety of educational needs:

1. Upgrading instruction
2. Teaching teachers
3. Extending the school
4. Supporting literacy training and fundamental education
5. Offering adult education and aiding community development

Specifically, the broadcast media are being used somewhere in response to every one of the five needs listed above. However, an educational medium is almost nowhere being used effectively *ALONE* to meet one of these needs. "When one of them is used in a significant way in response to a serious problem, we find it is always being used in combination with other learning resources and experiences, such as monitors and discussion groups, special reading materials and exercises, etc. A new educational medium must be seen as a component of a teaching and learning *system* which works best when all the components of the system are well integrated and balanced."

How effective are the new media proving to be?

On the basis of experience in New Zealand, Australia and Japan, the educational media teams conclude that a teaching system combining correspondence study, either radio or television, and a supervised study group is an effective tool for extending primary and secondary school experience to pupils who cannot go to school. Experience with Chicago's televised junior college program indicates that television plus some arrangements for supplemental personal contacts with a teacher will meet the needs of motivated students who study at home. In Italy, television plus a supervised study group is also an effective device for carrying schooling beyond the school. Programs in Algeria, Colombia and Samoa show that any of several media-based systems can contribute to the in-service training of teachers.

"The totality of evidence shows that media systems *can* work but they do not *necessarily* work." Their effectiveness depends heavily on their design and use.

How are the new media used most effectively?

"Used in an educational *system*, the media let educators distribute teaching resources in a more efficient way. To do this well, the media must be *integrated* into the educational system. . . . The media cannot be counted upon to do an adequate educational job alone! Some organization, some supervision by a teacher or monitor, some arrangements for a flow of information back from the receiving group to the transmitting teachers are required.

"The introduction of a new medium offers an educational system [unparalleled] opportunity to review its goals, curriculum and methods of instruction. The media are likely to be most efficient — both educationally and economically — when used in a context of *change — to expand the system, to upgrade instruction, to train (or retrain) teachers, to reach beyond the school.*"

The authors conclude that "the media require a certain critical mass before they are used most efficiently, either in terms of economics or in terms of education. Program services and quality must be of a substantial scale and intensity if they are to achieve any really significant educational result, and the number of learners served must be large enough to translate the relatively high over-all investment and running costs into low unit costs which can be borne by available education resources. The media are most likely to be taken seriously and built into educational practices when used for a problem sufficiently important and on a scale sufficiently large so that the goal, the impact, and the result can be readily seen."

Can the new educational media save money?

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[1] Paris, France: International Institute for Educational Planning, UNESCO, 1967.

"Media projects will rarely save over *present* budgets, but often make possible a *substantial saving* in the context of *growth and change* — when a school system is planning to change a curriculum, offer new and different subjects, extend its services to persons or places where education has not before been available, or bring more people into the company of literate and educated persons. Even here the saving is usually against possible or projected costs rather than present costs." The media sometimes make it possible for a school system to do what could not have been done any other way or what would have taken a good deal longer without the media. Regardless of whether or not they have saved money, "there is no doubt that the media have contributed to the saving of human resources."

"It would be misleading to give the impression that there is an enormous amount of use of the educational media throughout the world. They are employed to some extent by all industrialized countries and a large number of developing countries, but even in those countries where they are used most, they represent only a tiny fraction of the total expenditure for education, and fill only a very small part of total school hours. Most uses of educational media throughout the world are supplementary. . . . The relative bulk of such use can be judged from the fact that the total annual expenditure on the 23 projects [studied by the international media teams] is of the order of $15 million. The new media are still little used tools of education, and their full potential has never been tested."

DOCUMENT A

SUMMARY DESCRIPTIONS OF VARIOUS PROPOSALS FOR DOMESTIC SATELLITE SYSTEMS

By DR. ABRAHAM KATZ, *Manager*
Economic Analysis Center for
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INTRODUCTION

The purpose of this report is to provide essential information on the nature and potential of the communications satellite. It includes the following:

a. Principle of satellite operations
b. General system characteristics
c. Summary descriptions
    Comsat System
    AT&T System
    Broadcasters Non-Profit Satellite System
        (Ford Foundation)
d. Estimates of potential savings

PRINCIPLE OF SATELLITE OPERATIONS

The communications satellite serves essentially as a signal repeater mounted on a very high tower, thus providing coverage over a very wide area. It may be designed either as a multi-purpose satellite serving a wide variety of communications needs or as a special purpose satellite dedicated to a single class of needs (say, the distribution of TV programs).

When a satellite is used to distribute TV, the program originating in a designated studio is sent via communication links to a nearby earth terminal from which it is beamed up to the satellite. The satellite relays the program to all the earth terminals located within a large region (possibly nationwide). Each of the earth terminals receiving the program sends the program signals onward via communication links to broadcast stations in its vicinity. The stations may then broadcast the program immediately or tape the program for delayed broadcast.

GENERAL SYSTEM CHARACTERISTICS

A communications satellite system generally consists of two or more satellites, a number of earth terminals of various kinds, communications links to connect the earth terminals to the users of the system, and one or more centers from which operations are controlled. The satellites are placed at an altitude of about 22,000 miles above the earth's equator, and at points from which they can "see" all the earth terminals being served. At this altitude, the satellites have a 24-hour period of revolution. If launched so as to revolve in the plane of the equator and in the same direction as the earth, they will appear to stand stationary in the sky. The advantage of the stationary satellite is that the antennas of the earth terminals can be fixed rather than movable, thus simplifying their construction and lowering their cost.

An earth terminal will generally serve all of the users in a given geographic area. It consists of one or more large antennas (upward of 25 feet in diameter) plus the associated electronics enabling it to receive as many channels as its local users may require. If it serves as a point of program origination, it will also have a number of transmitters. The earth terminals must be so located as to avoid mutual interference between the satellite service and the microwave relays.

Reliability of service and quality of transmission via the satellite are expected to be at least as good as via cables or microwave relays.

Appendix K

SUMMARY DESCRIPTIONS

Proposed systems for interconnection by satellite are summarized on the following pages:

Comsat System
AT&T System
Broadcasters Non-Profit Satellite System
(Ford Foundation)

COMSAT CORPORATION SYSTEM (1970 Model)

TOTAL CHANNEL CAPACITY	48 TV or 84,000 point-to-point message or 38,000 multipoint message.
TYPICAL SERVICES PROVIDED	
TV Channels	30
Telephone Channels	10,000
SYSTEM COMPONENTS	
Satellites:	4, each with a capacity of 12 channels of color TV or 21,000 channels for point-to-point messages or 9,600 multipoint messages.
Earth Terminals:	
TV Distribution	161, each capable of receiving on several channels. Of these, 3 are also capable of transmitting. Each has a 25/32-foot antenna.
Multi-purpose	18, of which 6 are used for point-to-point and multipoint message traffic and TV origination, and 12 are used for multipoint message traffic and TV distribution. The former terminals have 85-foot antennas; the latter, 42-foot antennas.
Communication Links	connecting earth terminals to broadcasting stations and ITV facilities.
Operations Control Center	2, each capable of providing the switching and testing functions for network operations.

For its advanced system (1978 model), Comsat would use 4 satellites, each having a capacity of 24 TV or 19,200 multipoint message channels (4 to 6 GHz band) and 40 to 60 TV or 60,000 to 90,000 multipoint message channels (band over 10 GHz). The number of earth terminals for TV distribution would be increased to 221, the number for multipurpose uses to 30.

AT&T SYSTEM (Early 1970's)

TOTAL CHANNEL CAPACITY	(1969 - 2 satellites) (1970 - 3 satellites)	24 TV or 19,200 Telephone 36 TV or 28,800 Telephone (two-way)	
		1969	1970
Full-time TV Channels		8	12
Occasional TV Channels (also used for reserve and instructional purposes)		12	12
Telephone Channels		3,200	9,600

SYSTEM COMPONENTS	
Satellites:	2, initially identical in characteristics to Comsat 1970 model.
Earth Terminals: TV Distribution	73, each capable of receiving on several channels. Each has a 25-foot antenna. None of these would be located in the Northeast (a region extending from Illinois and Wisconsin around to Maine). Broadcasting stations in this region would be served by cable and microwave relays.

Multi-purpose	2 in 1969 (Los Angeles, New York City), 2 more in 1970 (Chicago and second in New York City), each used for telephone traffic and TV origination. Each has an 85-foot antenna.
Mobile	Not indicated in proposal.
Communication Links	connecting earth terminals to broadcasting stations and ITV facilities.
Operations Control Centers	Not indicated in proposal.

For its advanced system (first launchings in 1972), AT&T would use 4 satellites, each having a capacity for 12 TV channels and about 30,000 two-way channels. The number of earth terminals for TV distribution would be 73 (as before); the number for multi-purpose uses would be increased to 26 (by 1976).

BROADCASTERS' NON-PROFIT SATELLITE SYSTEM

(BNS-3, Early 1970's)

Proposed by Ford Foundation

TOTAL CHANNEL CAPACITY	48 TV
TYPICAL SERVICES PROVIDED	
Full-time TV Channels	28
Occasional TV Channels (also used for reserve and instructional purposes)	20

SYSTEM COMPONENTS

Satellites:	2, each with a capacity of 24 channels of color TV.
Earth Terminals:	
TV Distribution:	
Major	4, each capable of receiving on 18 channels and transmitting on 21. Each terminal has a 35-foot antenna.
Secondary	219, each capable of receiving on 6 channels. Of these, 46 are also capable of transmitting on 3 channels. Each terminal has a 25-foot antenna.
Mobile	10, each capable of transmitting on 1 channel and receiving voice instructions. Each terminal has a 15-foot antenna.
Communication Links	connecting earth terminals to broadcasting stations and ITV facilities.
Operations Control Centers	2, each capable of providing the switching and testing functions for network operations.

For its expanded service (late 1970's) the Broadcasters' Non-Profit Satellite System would use 3 satellites, each with a capacity of 24 TV channels.

ESTIMATES OF POTENTIAL SAVINGS

A number of estimates have been made comparing the costs of a domestic satellite system with the charges of AT&T for cables or microwave relays. The estimates are useful to provide only an approximate comparison since they relate to different kinds of systems and are based on different costing methods. The results are summarized below:

a. Comsat Multi-purpose Satellite System

Although Comsat has presented no estimates of savings from satellite operations in its August and December, 1966 submissions to the FCC, it does expect to achieve significant savings, both in its 1970 system and (even greater) in its more advanced 1978 system.

b. AT&T Multi-purpose Satellite System (AT&T Proposal, December 16, 1966)

AT&T estimated that in 1969 the total annual savings would amount to $20 million, of which $19 million would be related to TV distribution and $1 million to telephone. By 1980 it estimates the total annual savings to be $41 million, of which $19 million would be related to TV distribution and $22 million to telephone.

c. Broadcasters' Non-Profit Satellite System for TV Distribution (Ford Foundation Comments, December 12, 1966)

ANNUAL COSTS (in millions)	
Telephone Company charges	$60.0*
Satellite System costs	28.8
Total Savings	$31.2

d. NBC Study of TV Distribution System to be used by NBC, CBS, and ABC (Presented at Comsat Seminar, April 12, 1966)

ANNUAL COSTS (in millions)	
Telephone Company charges	$45.0**
Satellite System costs	19.5
Total Savings	$25.5
Savings per Network	8.5

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* Assumes charges to NBC, CBS, ABC and Overmyer Networks, as well as to industrial and governmental users, but no charges to ETV. Estimate is for 1970 operations.

** Assumes that each Network will continue to use Telephone Company facilities for special pick-up and message services, for which it will be charged $3,250,000 annually. Estimate is for current operations (1965-1966). (2-17-67)

DOCUMENT B

SUMMARY DESCRIPTIONS OF POLICY POSITIONS OF CERTAIN INTERESTED PARTIES ON ISSUES RELATING TO ETV AND SATELLITE COMMUNICATIONS

By DR. ABRAHAM KATZ

INTRODUCTION

The purpose of this report is to provide essential information on the policy issues relating to ETV and satellite communications. It includes the following:

a. Historical summary of events since March, 1966

b. Statement of policy issues

c. Summaries of positions

    Comsat
    AT&T
    ABC
    CBS
    NBC
    Carnegie Commission
    Ford Foundation

HISTORICAL SUMMARY

On March 2, 1966, the Federal Communications Commission began an inquiry into the broad question of the domestic use of satellite communications facilities by non-governmental non-carrier entities. Respondents to the FCC inquiry were asked to consider matters such as the powers of the FCC to grant such licenses, as well as the effects of its grants on our international agreements respecting satellites, on the economics of our domestic communications system, on the efficiency of spectrum utilization, and on the possibility of mutual interference between the satellite services and the land lines. Among the parties responding to the FCC on this question were Comsat, AT&T and other communications common carriers, the commercial TV networks, various federal agencies, and the Ford Foundation.

The Ford Foundation response, however, served to couple the policy issues relating to satellite communications with those relating to ETV financing and organization. In a recent address, Chairman Rosel H. Hyde of the FCC summarized the Foundation proposal of August, 1966 as follows:

> "Essentially, The Ford Foundation has proposed the creation of a non-profit corporation which would own and operate satellite relay facilities for domestic use by commercial and non-commercial television broadcasters. This corporation would pay its initial and operating costs from revenues received from the commercial networks. It would serve non-commercial networks free of charge, and its net income from service to the commercial networks would be devoted to the support of non-commercial educational program development and dissemination."[1]

On October 21, 1966 the FCC broadened the scope of its inquiry to encompass the uses of communications satellites by both carrier and non-carrier entities. It also asked:

> "Whether the type of entity and service contemplated by the Ford Foundation proposal may be licensed under present statutes, and, if not, the type of legislation that would be required."[2]

In December, the several parties again responded, amplifying and clarifying their views. The Ford Foundation suggested, as an alternative to the specialized common carrier, the non-profit users' cooperative as a form of organization for conducting satellite operations, and presented its views as to the organization and financing of ETV.

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[1] "Communications Satellites: New Orbits and New Horizons," an address before the 78th Annual Convention of the National Association of Railroad and Utilities Commissioners (November 15, 1966).

[2] FCC Supplemental Notice of Inquiry, Docket N. 16495; October 21, 1966.

Senator Pastore, Chairman of the Communications Subcommittee, Senate Commerce Committee, held hearings last summer on the relationship between the technological and economic aspects of satellites, the financial problems of ETV, and related matters. These hearings are expected to be resumed in late March, 1967.

STATEMENT OF POLICY ISSUES

The basic issue relating to satellite communications policy raised by the FCC is as follows:

Who should be licensed to construct and operate a domestic satellite system?

a. Comsat
b. Domestic carriers — existing or new
c. Comsat together with one or more carriers
d. Private entities for their own use, or non-profit groups for the benefit of others

With regard to ETV policy, it is widely felt that the people of the United States desire a total television service, with commercial TV complemented by public TV and instructional TV. The policy issue here is as follows:

How may our ETV stations be organized and financed so as to meet the need for the complementary service, yet avoid political control of program content and format?

This is the issue with which the Carnegie Commission has so long wrestled. It can only be resolved in the Congress.

POSITION SUMMARIES

Comsat
AT&T
ABC
CBS
NBC
Carnegie Commission
Ford Foundation

GENERAL REMARKS

The summaries here presented are derived from the various submissions made by the several parties responding to the FCC inquiry, and in the case of the Carnegie Commission, from its recent report. These summaries reflect differences in emphasis which arise from the differences in the forums in which the policy issues are raised. Those responding to the FCC inquiry have concentrated primarily on the satellite communications issue, and dealt collaterally with the ETV issue by their comments on the proposal of the Ford Foundation. The Carnegie Commission has addressed its report to the American people.

A consensus appears to exist as to the following aspects of satellite communications and ETV issues:

a. Satellites are expected to have a cost advantage over cables and microwave relays for both TV distribution and long-haul telephone services.

b. The TV distribution service which satellites may take from cables and microwave relays at the current times amounts to about $40 to $50 million, a very small fraction of AT&T annual revenues.

c. During most of the first decade of satellite operations, the savings are expected to derive principally from the TV distribution service.

d. With lower costs for interconnection via the satellites, there is likely to be more live TV programming than at present.

e. Earth terminals must be so located as to avoid mutual interference between the satellite services and the microwave relays.

POSITION SUMMARY — COMSAT

A. Who should construct and operate the domestic communications satellite system?

1. The FCC is not empowered to:

a. authorize any non-governmental entity other than Comsat to construct and operate communications satellites, or

b. authorize any non-governmental entity other than Comsat or an authorized common carrier to construct and operate communications satellite earth terminals.

2. Even if empowered to make such authorizations for domestic communications satellite systems, the FCC should license only Comsat to provide such satellite services.

B. How should ETV be organized and financed?

1. In commenting on the Ford Foundation proposal of August, 1966 for a Broadcasters' Non-Profit Satellite System (BNS), Comsat submitted the following:

a. The FCC can not authorize BNS to collect a portion of its revenues as a surcharge to be contributed to some beneficent public purpose.

b. As a common carrier, BNS can not be authorized to serve ETV entities free of charge and at the expense of its commercial network users.

c. The FCC lacks jurisdiction to decide either the type of entity that should receive the funds derived from the surcharges or the limits of the powers of the chosen entity to allocate these funds for ETV programming.

d. A "voluntary" agreement between BNS and the TV networks obliging the latter to place all their transmission requirements with BNS for indefinite periods of time would raise serious anti-trust questions.

e. Legislation would be required to free BNS profits from federal taxation.

2. Such support for ETV as Congress determines should be provided from cost savings achieved through satellite technology can, as well, if not better, be realized through the framework of services rendered by common carriers, as contemplated by the Satellite Act, than by the operation of separate-service systems by non-carrier entities.

POSITION SUMMARY — AT&T

A. Who should construct and operate the domestic communications satellite systems?

1. The FCC is empowered to:

a. authorize non-governmental entities to construct and operate communications satellite facilities for domestic communication purposes upon a finding that this is required in the national interest. Whether an applicant is or is not a communications common carrier would doubtless enter into a determination of whether a specific proposal is required in the national interest.

b. authorize any communications common carriers, alone or in conjunction with other such carriers, to construct and operate a domestic satellite system if the requisite standard is met.

2. Comsat should launch and own the satellites, and provide equitable access to domestic common carriers. The domestic common carriers whose traffic would be handled should own and operate the earth terminals.

B. How should ETV be organized and financed?

1. As a communications common carrier, BNS could not discriminate in the charges made for its services. Legislation would be required to permit such discrimination in favor of non-commercial television.

2. It has been suggested that appropriation to non-commercial television be of such savings as may be made available by communication satellites recaptures for the taxpayers a part of their investment in the space program. In fact, the most equitable and readily available method of making an even-handed dispersion of any such savings is through the rates charged the general public for common carrier services. As economics are realized they can be reflected in the charges which each member of the public pays for his communications services.

3. If ETV has a proper claim upon public support, it deserves an allocation of funds directly from the general tax revenues.

POSITION SUMMARY — ABC

A. Who should construct and operate the domestic communications satellite systems?

1. The FCC is empowered by the Communications Act of 1934 to authorize non-governmental entities, common carrier or non-common carrier, to construct and operate communications satellite facilities to meet their private or specialized domestic communications requirements.

2. The public interest would be served by allowing non-governmental entities, and particularly the TV networks, to construct and operate a synchronous satellite for network program distribution purposes within the United States and its territorial possessions, without the intermediary of Comsat or of a domestic common carrier.

B. How should ETV be organized and financed?

1. ABC questions the Commission's authority, under existing legislation and common carrier concepts, to confer on any corporation, profit or non-profit, the right to impose a surcharge, over and above a normal return, on services furnished the commercial networks, with directions that such excess charges be turned over to any group, private or governmental, to finance the production of programs for non-commercial educational purposes.

2. American Broadcasting Companies, Inc., is prepared to join with other national television networks, both commercial and educational, in establishing a non-profit organization to construct and operate a domestic satellite system to transmit network programs to associated and affiliated stations within the United States and its insular possessions.

3. If such a system were established, ABC would be willing to make satellite transmissions available to educational stations at no cost to them.

4. ABC would also be agreeable to enter into contractual arrangements to donate "a portion of any savings which accrue to the commercial networks" from domestic satellite transmission to the National Educational Television network or the National Association of Educational Broadcasters for educational program production purposes.

5. ABC believes that such educational production assistance should be in the form of voluntary donations, and not in the form of a tax or surcharge levied solely against the commercial networks while exempting other users of messages or data transmitted by satellite.

POSITION SUMMARY — CBS

A. Who should construct and operate the domestic communications satellite systems?

1. The FCC is empowered to authorize carriers as well as private non-carrier entities to establish domestic satellite communications systems. Various kinds of systems may be created, including user operated specialized communications systems and systems operated by common carriers.

2. The benefits of satellite technology can best be provided to all users, and the public at large, through a policy which will permit such users to have a realistic choice among competitive satellite communications systems. Accordingly, CBS submits that the establishment or operation of a monopolistic domestic satellite communication system, by whatever means proposed would raise serious public interest questions as well as questions involving the Commission's statutory authority.

B. How should ETV be organized and financed?

1. The BNS service proposed by the Ford Foundation necessarily involves the provision of communications services for hire within the common carrier concept so defined. Under the proposal, the commercial or educational user, and not BNS, will select the programming transmitted through satellite facilities. Therefore, unlike the provision of private domestic satellite transmission by a single user for his own specialized or private use, or a privately owned and operated satellite system jointly established

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[1] E.g., the Aeronautical Radio Inc. system operated by a not-for-profit company jointly owned by the airlines for in-flight control and internal purposes. Commission policy in the related intercity microwave relay context favors cooperative user activity making the most efficient use of such facilities. *Cooperative Sharing of Operational Fixed Stations*, 7 RR 2d 1713 (1966).

[2] *Cf*, Section 210(b) of the Communications Act authorizing the provision of free communications services to the government in connection with national defense activities.

by a group of related users,[1] the basis for the rates charged commercial users for any free service to be rendered educational broadcasters must be found within the regulatory pattern established by Sections 201 and 202 of the Communications Act.

2. In its present form the Ford Foundation proposal, to the extent that it contemplates the provision of totally free services to educational television, appears to require legislative changes specifically authorizing a special tariff category for educational programming which can be rendered without charge by a communications common carrier subject to Title II.[2]

3. Under the Ford Foundation's proposal there need not be any necessary connection between the costs of BNS and its revenue requirements needed for effective financing of educational television. As a form of specialized burden on commercial users the proposal assumes legislative aspects not previously considered within the competence of administrative agencies. CBS does not believe that in the absence of Congressional action, the Commission can sanction such a departure from the present basis for determining common carrier rates.

4. The Ford Foundation proposal appears to envision the establishment of a domestic satellite monopoly, similar to the global system established in the international sphere or to any system which might be established under joint carrier operation as discussed above. CBS has already stated its objections to any arrangement under which it or other broadcasters were "deprived of the free choice of suppliers of a distribution system and were restricted by statute, administrative regulation, or any other device to the use of a single system however socially desirable the by-product of that service."[3]

POSITION SUMMARY — NBC

A. Who should construct and operate the domestic communications satellite systems?

1. The Communications Satellite Act, which deals essentially with global communication by satellites, does not, as a matter of law, bar the Commission from authorizing non-governmental entities to construct and operate communication satellite facilities to meet their specialized domestic requirements, if such facilities are dedicated wholly to domestic communications.

2. Whether or not such entities should be so authorized depends on their ability to demonstrate that this would affirmatively serve the public interest, in terms of efficiency and economy of service; effective frequency utilization; ability to establish a system expeditiously; ability or willingness of common carriers to meet these objectives on a satisfactory basis; and related factors.

B. How should ETV be organized and financed?

1. As to the question in the Supplemental Notice dealing with the Ford Foundation proposal as originally presented,* NBC believes that the Commission does not have authority under present statutes to authorize an entity or service contemplated by that proposal.

2. The Communications Act requires that communications services be provided at "just and reasonable" rates, and the content and substance of this standard have been developed from well-established legislative and regulatory principles. The entity proposed by the Ford Foundation would provide a specialized common carrier service, but would seem to do so at charges in excess of a "just and reasonable" rate, so that the excess could be applied to meet, in part, non-commercial broadcasting requirements. If that is the case, there is no sanction in present law for such a departure from common carrier obligations and the Commission could not legally authorize such an operation without specific legislative sanction.

3. In order to enable the Commission to consider the Ford Foundation proposal, special legislation would be required specifically authorizing the licensing of a specialized communications carrier on the basis described; formulating legislative standards for determining what level of charges would be allowed for achieving the stated purpose; and establishing procedures for the distribution of funds in excess of those representing a reasonable return.

POSITION SUMMARY — CARNEGIE COMMISSION

A. Who should construct and operate the domestic communications satellite systems?

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[3] Testimony of Dr. Frank Stanton, President of CBS. *Hearing Before the Subcommittee on Communications of the Senate Committee on Commerce*, 89th Cong. 2d Sess. (1966).

* There has been no opportunity to consider the Ford Foundation Reply Comments field on December 12, 1966.

1. The Carnegie Commission was not established for the purpose of examining this question.

B. How should ETV be organized and financed?

The Commission recommended:

1. Concerted efforts at the federal, state and local levels to improve the facilities and to provide for the adequate support of the individual educational television stations and to increase their number.

2. That Congress act promptly to authorize and to establish a federally chartered, non-profit, non-governmental corporation, to be known as the "Corporation for Public Television." The Corporation should be empowered to receive and disburse governmental and private funds in order to extend and improve Public Television programming. The Commission considers the creation of the Corporation fundamental to its proposal and would be most reluctant to recommend the other parts of its plan unless the corporate entity is brought into being.

3. That the Corporation support at least two national production centers, and that it be free to contract with independent producers to prepare Public Television programs for educational television stations.

4. That the Corporation support, by appropriate grants and contracts, the production of Public Television programs by local stations for more-than-local use.

5. That the Corporation on appropriate occasions help support local programming by local stations.

6. That the Corporation provide educational television as expeditiously as possible with facilities for live interconnection by conventional means, and that it be enabled to benefit from advances in technology as domestic communications satellites are brought into being. The Commission further recommends that Congress act to permit the granting of preferential rates for educational television for the use of interconnection facilities, or to permit their free use, to the extent that this may not be possible under existing law.

7. That the Corporation encourage and support research and development leading to the improvement of programming and program production.

8. That the Corporation support technical experimentation designed to improve the present television technology.

9. That the Corporation undertake to provide means by which technical, artistic, and specialized personnel may be recruited and trained.

10. That Congress provide the federal funds required by the Corporation through a manufacturer's excise tax on television sets (beginning at 2 percent and rising to a ceiling of 5 percent). The revenues should be made available to the Corporation through a trust fund.

11. New legislation to enable the Department of Health, Education, and Welfare to provide adequate facilities for stations now in existence, to assist in increasing the number of stations to achieve nationwide coverage, to help support the basic operations of all stations, and to enlarge the support of instructional television programming.

12. That federal, state, local, and private educational agencies sponsor extensive and innovative studies intended to develop better insights into the use of television in formal and informal education.

POSITION SUMMARY — FORD FOUNDATION

A. Who should construct and operate the domestic communications satellite systems?

1. The Commission has power to authorize private non-common carriers to construct and operate communications satellite facilities to meet their specialized domestic needs.

2. A communications satellite system operated by a non-profit corporation for national non-commercial and commercial television would meet the "public convenience, interest, and necessity," test under the 1934 Act, and the "national interest," test under the 1962 Act.

B. How should ETV be organized and financed?

1. A new non-profit corporation should operate a satellite system, providing free channels for ETV and generating revenues for programming. Such a corporation could operate either as a cooperative or as a specialized common carrier.

2. ETV has need for funds beyond what a satellite service can provide. Among the sources of funds for non-commercial programming are the excess revenues generated by the operation of the BNS system, general philanthropic support and tax revenues.

3. It is time — without waiting for satellites — for prompt and imaginative experiments to show the power of live non-commercial network television. The Ford Foundation announced a $10 million grant for such experiments.

4. The general public interest will be better served if a portion of the savings from satellites is used to give free channels and funds for programming to educational television than if all of the savings are used to provide a marginal decrease in general communications rates now charged by common carriers.

5. The new communications satellite system would enable non-commercial stations to form a national network performing functions analogous to those of a commercial network. There would be important differences because of the nature of public TV.

6. The non-commercial network would perform similar functions for ITV as for public TV. Because the relation of the network to ITV is especially sensitive, the Foundation saw the need for two safeguards:

a. The new network should not infringe on or in any way restrict the traditional responsibility of state and local education authorities to control the curriculum and the educational content of instructional materials used in the school system for which they are responsible. These local authorities will decide what programs go into the local schools.

b. A national network should not have a monopoly of ITV programs. Any interested agency or group should be able to produce instructional programs or series for use on television — universities, schools of education, local school systems, or individual schools. The network would provide channels for these programs in accordance with the demand they generate from state and local school systems.

REPORT TO EDUCATIONAL TELEVISION STATIONS
The Economic Impact of the Proposed Copyright Law Upon Educational Television Broadcasters

M. H. SEIDEN & ASSOCIATES, INC.
Washington, D. C.

The proposed copyright law will have a far-reaching effect upon the organization and character of educational broadcasting. This effect will flow from the costs of copyright clearance and the effect which these costs will have upon the sources and content of educational programs.

COST COMPONENTS

The costs of acquiring copyright clearance fall into two major categories which should be distinguished for analytical purposes. One cost is the compensation paid to the copyright owner for the use of his property. The other cost is that incurred in the securing of the copyright clearance, i.e., its administrative costs.

The cash payout for copyrighted items among educational broadcasters now varies from zero to thousands of dollars. Fee schedules are geared to the type and amount of exposure given to the item. A year's national exposure carries a different price tag than a single exposure in a small market. On the other hand, a copyright owner might not charge a station for "fair use", a term which may be defined as the incidental appearance of an item as part of a larger work.

The administrative cost, on the other hand, includes the direct cost of research staff to identify and locate the copyright owner, the business and legal staff to negotiate the contract for the clearance, plus secretarial costs, and the cost of materials, telephone, space, and overhead. In addition, there is the indirect cost of program production time attributable to considering alternatives imposed by copyright clearance problems.

ADMINISTRATIVE COSTS

NET is the organization whose programming operations most closely resemble those of the individual educational broadcaster. Like the average ETV station, NET produces approximately five hours of programming a week which it offers without charge to ETV stations paying a $100 a year subscription fee. While the copyright fees it pays for recording rights are higher than for the individual station due to the larger size of the audience to which NET programs are exposed, the internal clearing operations should not differ substantially from those which an ETV station will be required to undertake. Where NET differs from the average ETV station is its heavy use of recording rights. Operating as a type of network it requires clearance of recording rights on all its productions. The individual broadcaster, on the other hand, clears only those programs that he will circulate. ETV program exchanges account for about 9% of ETV programs and represent the circulation of about one-third of the programs produced by the ETV stations (Table 1).

TABLE 1
SOURCES OF ETV PROGRAMMING, 1966

Source	Total Program Schedule Percent of Total Hours	Total Program Schedule Total Hours	Source of Instructional Broadcasting
Local Station	26.7%	1,510	42.0%
NET	30.6	1,742	6.7
State Networks	17.3	991	30.0
Regional Networks	5.1[1]	287	3.4
Film Sources	10.0	571	4.1
Commercial Television	1.8	101	—
ETV Exchanges	3.4[1]	192	3.1
ETS Service	0.5[1]	31	—
Other	4.6	263	10.2
Total	100.0%	5,688	100.0%

Source: *One Week of Educational Television,* P. 69.

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[1] The ETS Service was started in March 1966. Its share of program time increased to 1.8% of programming or about 90 hours a week, in 1967. A truer measure of the exchange of programs among ETV stations should combine regional networks with the ETV and ETS exchanges. These represent a combined total of about 9% of total programming.

Appendix M

Currently, NET's legal staff is heavily engaged in negotiating copyright clearances. In this activity the chief counsel is assisted by two attorneys and one music specialist, plus additional research assistants from the production staff. These four full time persons are assisted by three secretaries. There is also office space, telephone and overhead expenses.

Judging from the size of the NET staff which handles as many hours of program production as the average ETV station it seems reasonable to assume that the direct administrative cost of copyright clearance for each educational broadcaster would call for, *at the very least,* the equivalent of the services of one house counsel, a full time research assistant and a secretary.

On this assumption, Table 2 shows an estimate of $33,000 a year for the administrative costs of a copyright clearance department for each ETV station seeking to continue to produce some of its own programming.

The impact of this cost upon the average ETV station is shown in Table 3. The average cost of operating an ETV station will increase by at least 13% and the average programming expenses of an ETV station will increase by more than one-third. These increased expenses result only from the clearing process, the cost of the copyright fees are additional.

TABLE 2

COPYRIGHT CLEARANCE
ESTIMATED ADMINISTRATIVE COSTS PER ETV STATION
(Annual)

Attorney	$15,000[1]
Research Assistant	7,000
Secretary	6,000
Staff	$28,000
Space, Materials, Telephone, Overhead	5,000
Total operating cost	$33,000[1]

[1] Outside legal advice of $1,000 should be added.

TABLE 3

ESTIMATED COST IMPACT OF A COPYRIGHT
CLEARANCE DEPARTMENT
Per ETV Station

	Annual Average Per ETV Station	Increases Due To Administrative Costs of Copyright Clearance
Total Operating Costs:	$256,000[1]	+ 13%[3]
Total Program Costs:	$100,000[2]	+ 33%[3]

THE PROCESS OF COPYRIGHT CLEARANCE

The task of obtaining permission to use copyrighted materials is facilitated by the degree of centralization of clearance facilities established by the owners of these rights. Clearance facilities range from the highly organized ASCAP and BMI operations to the diffuse and fractionated clearance system represented by the publishing industry.

Music Clearance: Performance rights for music are granted mainly by the two larger associations in the field, ASCAP and BMI. They generally issue a license to perform music and lyrics owned by their members. In the instance of educational television only dramatic performance rights are paid for and these are negotiated on an item by item basis. Non-dramatic use of musical and literary material is presently exempt from clearance.

When it comes to obtaining recording rights, which means the right of putting music and lyrics on tape or film for repeat broadcasts, perhaps 75% to 80% of the music publishers are represented by the Harry Fox organization. However, this does not exhaust the clearance process when reproduction for broadcasting involves an existing performance of a musical work, such as would typically be the case with a phonograph record.

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[1] *Carnegie Commission Report,* P. 241.

[2] *Ibid,* P. 244.

[3] Based on an estimate of $33,000 a year for administering copyright clearance (See Table 2).

To illustrate the extreme case, a broadcaster who wants to use only two minutes of a well-known recording must obtain the following clearances:

1. Radio Corporation of America;
2. The conductor, Mr. Charles Munch;
3. The pianist, Mr. Rubenstein;
4. The management of the Boston Symphony Orchestra;
5. The publishers of the work;
6. The Musicians Union.

Frequently, attempts at clearance are frustrated, as when one of the key performers happens to be out of the country and cannot be reached. Another type of problem arises when uncertainty exists whether a given piece of music is still covered by copyright or whether it has passed into the public domain. For a definitive answer, the counsel retained by the broadcasters generally uses the services of a specialized law firm in Washington, D. C.

Even when a station purchases a property, such as a film, or a taped program, it is not free of the responsibility of securing copyright clearance. The current practice is to obtain a warranty of copyright clearance for the material involved, a hedge which does not always stand the test of fact. Foreign sellers often issue only limited guarantees, thereby putting the burden of copyright clearance of the buyer. At any rate, enough well-founded insecurity exists to cause most TV stations to purchase broadcasters' liability insurance which covers them against any clearance errors made in good faith.

Literary Materials: In the area of literary properties and pictures, the clearing process is considerably more complex since it is completely decentralized. Here the user much search for the copyright owner of every item he wants to use in a program.

Thus, clearance of program materials other than music requires first, identifying the copyright owner, locating him, making the inquiry regarding his fee, waiting for his response and then deciding whether the fee is within the budgeting constraints of the producer. All the while valuable (and expensive) time is spent in negotiating a copyright release that, in the final analysis, may have to be rejected. Among commercial broadcasters there is a widespread policy of rejecting for use all materials not readily clearable. This would result in a serious impairment in the quality of educational programs and leave the copyright owners still without fees. Perhaps most important for the copyright owners is that they would lose the stimulation of consumer demand which ETV provides for their books, records and drama.

COPYRIGHT FEES

Currently the ETV broadcasters are exempt from paying for the performing rights on non-dramatic music. Under the proposed law they will become liable for this fee.

Commercial television networks and commercial television broadcasters now operate under a blanket license from ASCAP and BMI which costs about 1% to 2% of gross revenue. Despite this license, one commercial network maintains a special department for music clearance which it reported to cost $200,000 a year in operating expenses. This same network reports paying music fees totaling three times the license fee.

If a 2% fee were applied to an ETV station's budget its cost impact would be that 2%. This would cost educational broadcasters as a group over half a million dollars a year for music performance rights alone or about 5% of the program budget of ETV stations (*Carnegie Commission Report,* Pp. 241, 244). A more conservative estimate of the cost of performance rights might be 2% of program expenditures for ASCAP and BMI (about $2,000 per station).

Estimates of the potential cost to ETV stations of other changes in the copyright law can be made from the experience of NET. As noted earlier, the average ETV station and NET both produce an average of 5 hours of programming a week. The comparability between the two is limited, however, in the extent to which they record their programs for distribution.

Although about 9% of the educational programming shown on TV screens are exchanges, it is not known whether this represents fully 9% of the programs produced or merely multiple showings of a smaller proportion of the programs produced. Judging from the less than 5% of the programs reported as actually exchanged it may be assumed that a smaller proportion of ETV programs are now recorded for exchange purposes. This, it is believed, it attributable in part to the problems of copyright clearance of recording rights.

NET, however, records all of its programs. Since it produces about the same volume of programs per week as the average ETV station its expenditure for recording ("synchronization") rights can be employed as a basis for estimating this cost for ETV stations were they to take increasing advantage of the recently established ETS Service of the NAEB (see footnote, Table 1).

Thus, were an ETV station to record all of its programs for distribution, it would incur a total fee for recording rights of non-dramatic music of $30,000, the amount reported by NET for the year 1965. (See Table 4 for average fee schedule.)

TABLE 4

NATIONAL EDUCATIONAL TELEVISION
AVERAGE FEE RANGE FOR SYNCHRONIZATION RIGHTS
FOR NON-DRAMATIC MUSIC, 1966
NON-CLASSICAL

VISUAL	0 - 1 Minute	1 - 6 Minutes	6 - 10 Minutes
Popular	$100 - $125	$100 - $200	$150 - $250
Folk Arrangements & Seldom Performed Pop	75 - 125	75 - 150	100 - 200
BACKGROUND	0 - 1 Minute	1 - 3 Minutes	3 - 10 Minutes
Popular	75 - 125	75 - 150	100 - 200
Folk Arrangements & Seldom Performed Pop	50 - 125	50 - 125	75 - 150
	CLASSICAL		
VISUAL	1 - 10 Minutes	10 - 30 Minutes	30 - 50 Minutes
Symphonic	200 - 350	350 - 500	500 - 800
Chamber	150 - 300	300 - 400	400 - 500

Source: NET

An addition to total expenditures for recording rights to non-dramatic music of about one-third of this sum, or $10,000, seems to be a reasonable estimate of the future cost resulting from the growth of ETV program exchanges and the absence of a copyright exemption. This is in addition to the $2,000 fee estimated for performance rights incurred as a result of the loss of that exemption. Thus, copyright fees for performance and recording rights of non-dramatic music would, under the proposed law, add about $12,000 to a station's operating costs.

The impact of the fees just for music is substantial since it is equal to an increase of 12% of a station's programming expenditures. The proposed copyright law thus may not benefit copyright owners by making broadcasters liable for recording rights since much of these works would simply not be recorded and fees would therefore not be earned. Consequently, a major source of low cost educational programming — ETV exchanges, would be lost to ETV. The public would lose by the elimination of much of the program diversity now available to ETV and the copyright owners would lose the effect of ETV in the development of the market for their music.

Another component to be considered in analyzing copyright fees is non-musical items: literature, plays, poetry, films, photographs and maps. Here there is no centralized source with whom to negotiate. It is a chaotic market. Even the staff of the commercial television network that cooperated in this study was unable to properly identify its operating costs or the fees paid in this area.

Table 5 lists examples of the fees paid by NET for different non-musical items. A special survey undertaken by NET reported that the average ETV station uses 60 photographs per day. At an average price of $5, the potential fees total $300 a day. Since the average ETV broadcaster produces about one-third of his own programming, it may be estimated that he incurs a potential fee payment of about $100 a day or $36,500 a year for photographs alone, as compared to the average station's total program expenditures of $100,000.

TABLE 5

NATIONAL EDUCATIONAL TELEVISION
PAYMENT FOR NON-MUSIC RIGHTS, 1966

	Average Range
DRAMATIC WORKS	
Full Length Play	$1,000-2,500
One Act Play	500-1,000
Ballet	500- 750
LITERATURE	
Poem	Free-$50
Book Excerpt	Free-$25
PHOTOS AND FILMS	
Photographs and Slides	Free-$25 a piece
Stock Film Footage	$2-$7 per 16mm. foot
Film Segment	$40-$60 per minute

Source: NET

Faced with this magnitude of increased cost, the ETV station will probably restrict its usage severely. This cost will consequently never really be incurred, ETV programs will suffer a quality deterioration, and the copyright owner will be no better off than now.

A conservative estimate of non-music cost based on discussions with people in the industry would be a budgeting for fees of about $150 a week for non-music items. This would total $7,800 a year which is an increase in the average program budget of 7.8% a year.

SUMMARY OF COSTS

Table 6, summarizes the cost impact of the proposed copyright law upon the average ETV station. It appears from conservative estimates, that the loss of existing exemptions would increase the cost of ETV station operations by about 21% and the cost of ETV programming by about 53%.

An important factor to be noted in Table 6, is that the cost to the station of administering the clearance of the copyright ($33,000) exceeds the estimated total payments of copyright fees ($19,800) by 40%.

TABLE 6

ESTIMATED ADDITIONAL COST OF COPYRIGHT CLEARANCE
Per ETV Station

	Estimated Annual Cost	
Administrative Costs	$33,000[1]	
Music: Local performance rights	2,000[2]	
Recording of non-dramatic music	10,000[3]	
Non-Musical items	7,800[4]	
Total	$52,800	
As Percent of Average Station's:		
Total Expenses[5]		+ 21%
Program Expenses[6]		+ 53%

STRUCTURAL IMPACT OF PROPOSED LAW

In view of the financial limitations under which ETV broadcasters now operate the more likely reaction to the economic burden of the proposed copyright law will be retrenchment. The stations will withdraw from local program production and educational television programming will gravitate toward a centralized source similar to commercial television. Only in this manner can the high cost of copyright clearance be spread over a large number of stations and multiple showings. The proposed law will, in effect, set in motion economic forces of a centralizing nature.

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[1] See Table 2.

[2] Assuming 2% of program budget for BMI and ASCAP combined.

[3] Based on NET experience. Assumes an additional one-third of station's program production will be recorded for purposes of exchange with other ETV stations.

[4] Assumes $150 a week for plays, literature, films, and photos. This is a gross underestimate.

[5] Average ETV station's operating expenditures is $256,000. *Carnegie Commission Report*, P. 241.

[6] Average ETV station's program expenditures is $100,000. *Ibid.*, P. 244.

Lack of program diveristy today is a serious problem in commercial broadcasting, how much more significant would be its existence where education is involved.

TABLE 7

LOCAL PROGRAM PRODUCTION
BY TYPE OF ETV STATION, 1966
(Per Week)

	Total Hours Broadcast	Hours of Local Production	Local Program Production As % of Total
General	3,248	483	15.2%
School	1,906	776	40.6
University	534	251	47.0
Total	5,688	1,510	26.7%

Source: *One Week of Educational Television*, P. 8.

TABLE 8

LIVE ETV PROGRAMMING, 1966
(Per Week)

Type of ETV Programming	No. Hours	Percent of Category
General	256	8%
School	291	15
Adult-University	69	13
Total	616	11%

Source: *One Week of Educational Television*, Pp. 31, 45, 53.

Clearly, the implications of the proposed copyright law are considerably more complex than simply the imposition of increased operating expenses on ETV stations. The value of local programming (Table 7) and even of live programming (Table 8), which, in 1966, accounted for 27% and 11% of ETV broadcasting, respectively, can be gauged by the experience of the FCC. The Commission is now striving to rectify earlier policy decisions that seemed innocuous enough at their adoption, only to find that these earlier decisions had deprived live and local television programming, and even a fourth network, of their economic basis. Thus, as compared to the 27 percent of programming that is produced locally by all ETV stations, only 13 network affiliated commercial television stations (out of 454 studied) produced more than 20% of their own programming. ETV is today where commercial television stood in 1948. It is imperative that public policies that will effect the economic underpinnings of ETV such as the proposed copyright law, be carefully considered in that light. To do otherwise would be to squander an irreplaceable national resource.

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---

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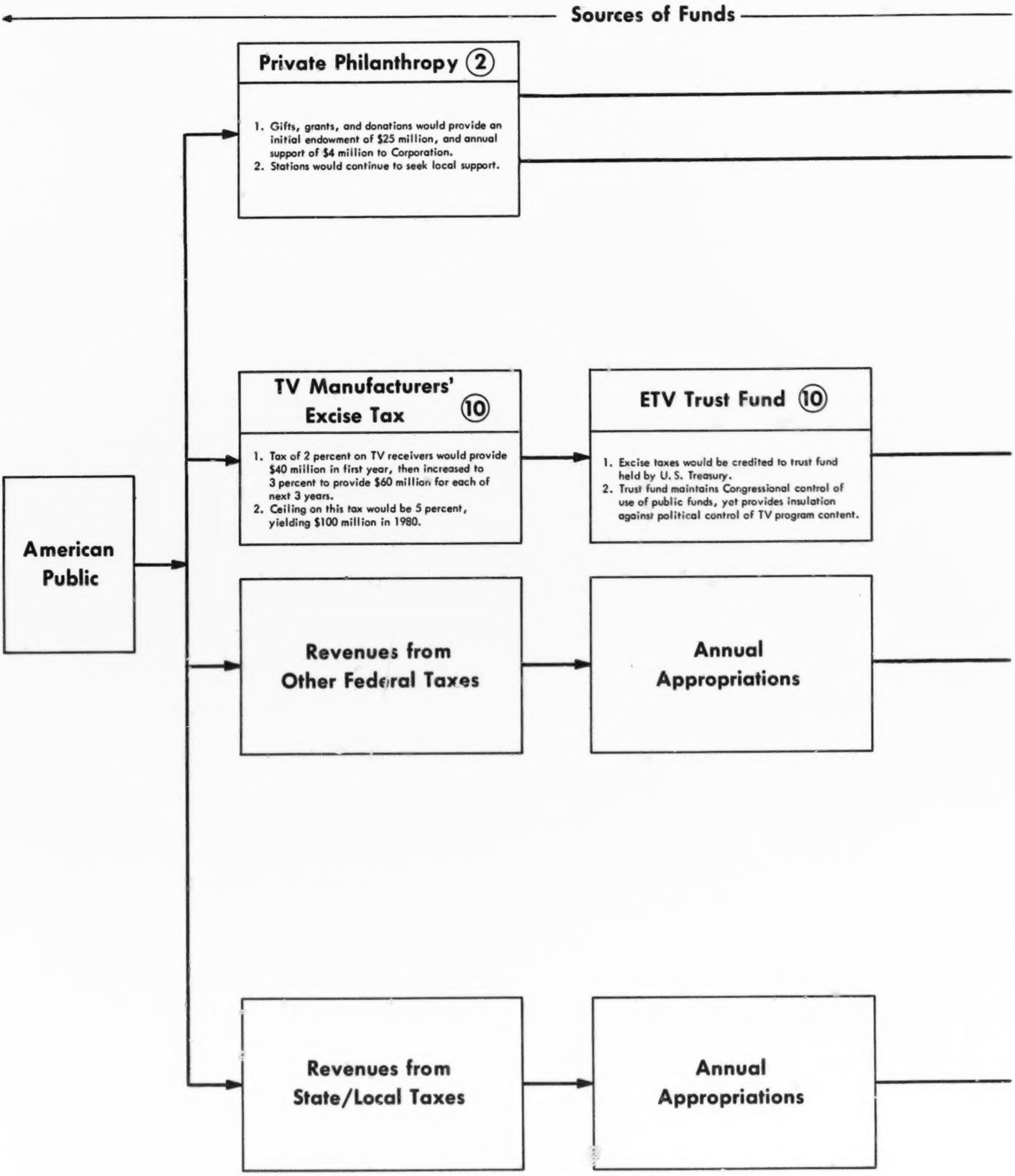
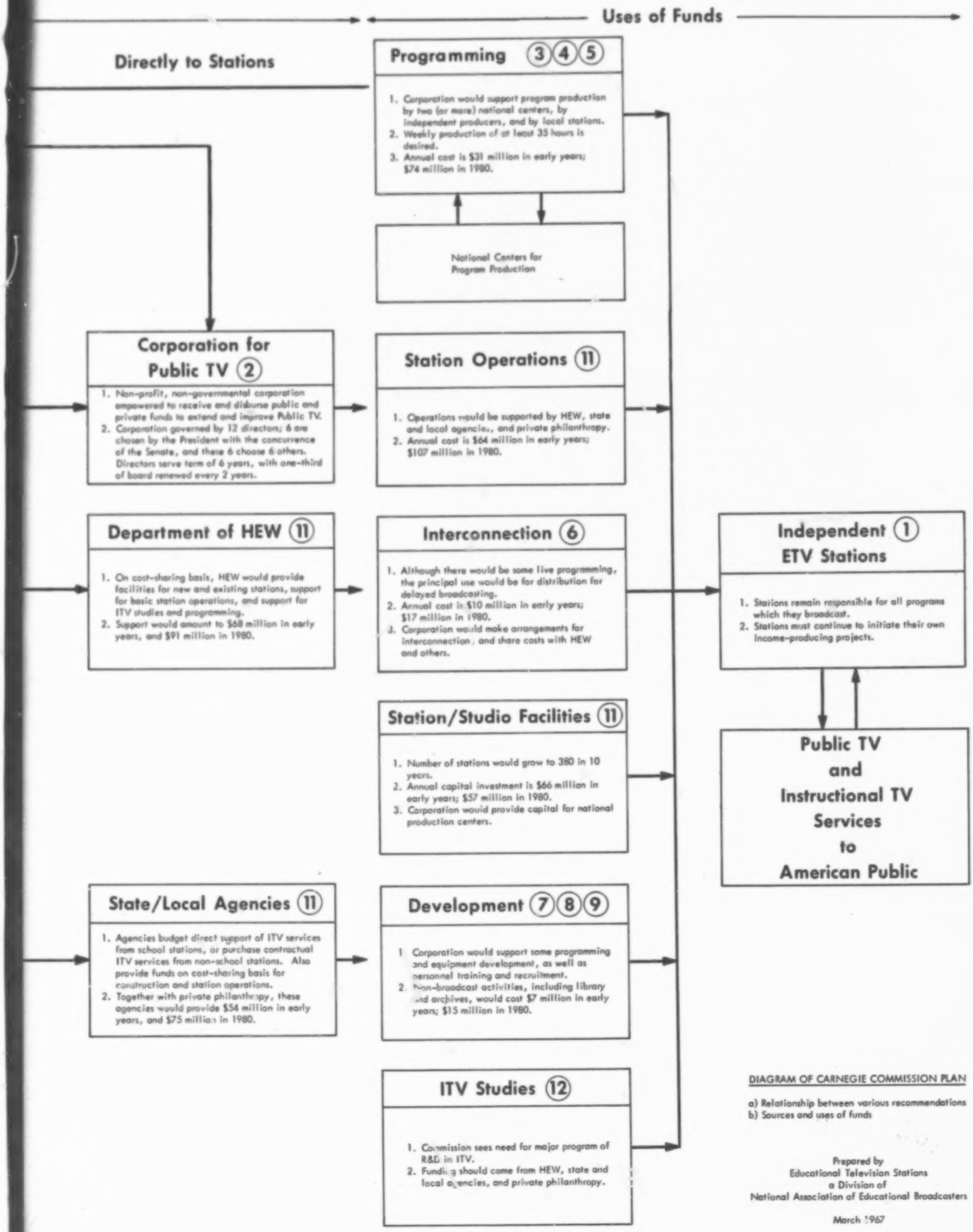

Sources of Funds
Private Philanthropy ②
American Public
TV Manufacturers' Excise Tax ⑩
ETV Trust Fund ⑩
Revenues from Other Federal Taxes
Annual Appropriations
Revenues from State/Local Taxes
Annual Appropriations

1. Gifts, grants, and donations would provide an initial endowment of $25 million, and annual support of $4 million to Corporation.
2. Stations would continue to seek local support.

1. Tax of 2 percent on TV receivers would provide $40 million in first year, then increased to 3 percent to provide $60 million for each of next 3 years.
2. Ceiling on this tax would be 5 percent, yielding $100 million in 1980.

1. Excise taxes would be credited to trust fund held by U. S. Treasury.
2. Trust fund maintains Congressional control of use of public funds, yet provides insulation against political control of TV program content.

CARNEGIE COMMISSION PLAN



Uses of Funds

Directly to Stations

Programming ③④⑤

1. Corporation would support program production by two (or more) national centers, by independent producers, and by local stations.
2. Weekly production of at least 35 hours is desired.
3. Annual cost is $31 million in early years; $74 million in 1980.

National Centers for
Program Production

Corporation for Public TV ②

1. Non-profit, non-governmental corporation empowered to receive and disburse public and private funds to extend and improve Public TV.
2. Corporation governed by 12 directors; 6 are chosen by the President with the concurrence of the Senate, and these 6 choose 6 others. Directors serve term of 6 years, with one-third of board renewed every 2 years.

Station Operations ⑪

1. Operations would be supported by HEW, state and local agencies, and private philanthropy.
2. Annual cost is $64 million in early years; $107 million in 1980.

Department of HEW ⑪

1. On cost-sharing basis, HEW would provide facilities for new and existing stations, support for basic station operations, and support for ITV studies and programming.
2. Support would amount to $68 million in early years, and $91 million in 1980.

Interconnection ⑥

1. Although there would be some live programming, the principal use would be for distribution for delayed broadcasting.
2. Annual cost is $10 million in early years; $17 million in 1980.
3. Corporation would make arrangements for interconnection, and share costs with HEW and others.

Independent ① ETV Stations

1. Stations remain responsible for all programs which they broadcast.
2. Stations must continue to initiate their own income-producing projects.

Station/Studio Facilities ⑪

1. Number of stations would grow to 380 in 10 years.
2. Annual capital investment is $66 million in early years; $57 million in 1980.
3. Corporation would provide capital for national production centers.

Public TV and Instructional TV Services to American Public

State/Local Agencies ⑪

1. Agencies budget direct support of ITV services from school stations, or purchase contractual ITV services from non-school stations. Also provide funds on cost-sharing basis for construction and station operations.
2. Together with private philanthropy, these agencies would provide $54 million in early years, and $75 million in 1980.

Development ⑦⑧⑨

1 Corporation would support some programming and equipment development, as well as personnel training and recruitment.
2. Non-broadcast activities, including library and archives, would cost $7 million in early years; $15 million in 1980.

ITV Studies ⑫

1. Commission sees need for major program of R&D in ITV.
2. Funding should come from HEW, state and local agencies, and private philanthropy.

DIAGRAM OF CARNEGIE COMMISSION PLAN

a) Relationship between various recommendations
b) Sources and uses of funds

Prepared by
Educational Television Stations
a Division of
National Association of Educational Broadcasters

March 1967